DOCUMENT RESUME

ED 079 998 EM 011 387

TITLE	Public Broadcasting: Hearings Before the Subcommittee On Communications of the Committee On Commerce, United States Senate. Ninety-Third Congress.
INSTITUTION	Congress of the U.S., Washington, D.C. Senate Committee on Commerce.
REPORT NO	SN-93-10
PUB DATE	Mar 73
NOTE	485p.
AVAILABLE FROM	Superintendent of Documents, U. S. Government Printing Office, Washington, D.C. 20402 (Stock No. 5270-01822, $2.60)
EDRS PRICE	MF-$0.65 HC-$16.45
DESCRIPTORS	Broadcast Industry; Budgets; *Educational Radio; *Educational Television; *Federal Legislation; *Financial Support; Government Publications; Program Evaluation; Programing (Broadcast); *Public Television
IDENTIFIERS	Communications Act of 1934; Corporation for Public Broadcasting; CPB; Public Broadcasting Service, PBS; Senate Bill 1090; Senate Bill 1228

ABSTRACT

Transcripts of the hearings held from March 28-30, 1973 are presented. Following opening statements by Senators Pastore and Baker, texts of the Senate bills S.1090 and S.1228 are published. The former sought to amend the Communications Act of 1934, to extend certain authorizations for the Corporation for Public Broadcasting (CPB) and for certain construction grants for noncommercial educational television and radio broadcasting facilities, and for other purposes. The purpose of the latter was to authorize appropriations for fiscal year 1974 for CPB. In addition, testimony from witnesses is recorded, along with additional information received from other individuals not present at the hearings. The report concludes with an evaluation of Public Broadcasting Service (PBS) programing by program managers, with PBS budgets and with PBS programing evaluation reports for the years 1971-72 and 1972-73. (PB)

FILMED FROM BEST AVAILABLE COPY

ED 079998

PUBLIC BROADCASTING

HEARINGS

BEFORE THE

SUBCOMMITTEE ON COMMUNICATIONS

OF THE

COMMITTEE ON COMMERCE

UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

S. 1090

TO AMEND THE COMMUNICATIONS ACT OF 1934, TO EXTEND CERTAIN AUTHORIZATIONS FOR THE CORPORATION FOR PUBLIC BROADCASTING AND FOR CERTAIN CONSTRUCTION GRANTS FOR NONCOMMERCIAL EDUCATIONAL TELEVISION AND RADIO BROADCASTING FACILITIES, AND FOR OTHER PURPOSES

S. 1228

TO AUTHORIZE APPROPRIATIONS FOR THE FISCAL YEAR 1974 FOR THE CORPORATION FOR PUBLIC BROADCASTING

MARCH 28, 29, AND 30, 1973

Serial No. 93–10

Printed for the use of the Committee on Commerce

EM 011 387

U S DEPARTMENT OF HEALTH.
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ED 079998

PUBLIC BROADCASTING

HEARINGS

BEFORE THE

SUBCOMMITTEE ON COMMUNICATIONS

OF THE

COMMITTEE ON COMMERCE

UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

S. 1090

TO AMEND THE COMMUNICATIONS ACT OF 1934, TO EXTEND CERTAIN AUTHORIZATIONS FOR THE CORPORATION FOR PUBLIC BROADCASTING AND FOR CERTAIN CONSTRUCTION GRANTS FOR NONCOMMERCIAL EDUCATIONAL TELEVISION AND RADIO BROADCASTING FACILITIES, AND FOR OTHER PURPOSES

S. 1228

TO AUTHORIZE APPROPRIATIONS FOR THE FISCAL YEAR 1974 FOR THE CORPORATION FOR PUBLIC BROADCASTING

MARCH 28, 29, AND 30, 1973

Serial No. 93-10

Printed for the use of the Committee on Commerce

U.S. GOVERNMENT PRINTING OFFICE
94-261 WASHINGTON : 1973

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price $2.60 domestic postpaid or $2.25 GPO Bookstore
Stock No. 5270-01822

COMMITTEE ON COMMERCE

WARREN G. MAGNUSON, Washington, *Chairman*

JOHN O. PASTORE, Rhode Island
VANCE HARTKE, Indiana
PHILIP A. HART, Michigan
HOWARD W. CANNON, Nevada
RUSSELL B. LONG, Louisiana
FRANK E. MOSS, Utah
ERNEST F. HOLLINGS, South Carolina
DANIEL K. INOUYE, Hawaii
JOHN V. TUNNEY, California
ADLAI E. STEVENSON III, Illinois

NORRIS COTTON, New Hampshire
JAMES B. PEARSON, Kansas
ROBERT P. GRIFFIN, Michigan
HOWARD H. BAKER, Jr., Tennessee
MARLOW W. COOK, Kentucky
TED STEVENS, Alaska
J. GLENN BEALL, Jr., Maryland

Frederick J. Lordan, *Staff Director*
Michael Pertschuk, *Chief Counsel*
Nicholas Zapple, *Communications Counsel*
John D. Hardy, *Staff Counsel*
Arthur Pankopf, Jr., *Minority Staff Director*
Ward H. White, *Minority Staff Counsel*

Communications Subcommittee

JOHN O. PASTORE, Rhode Island, *Chairman*

VANCE HARTKE, Indiana
PHILIP A. HART, Michigan
RUSSELL B. LONG, Louisiana
FRANK E. MOSS, Utah
HOWARD W. CANNON, Nevada
ERNEST F. HOLLINGS, South Carolina
DANIEL K. INOUYE, Hawaii

HOWARD H. BAKER, Jr., Tennessee
ROBERT P. GRIFFIN, Michigan
MARLOW W. COOK, Kentucky
JAMES B. PEARSON, Kansas
TED STEVENS, Alaska
J. GLENN BEALL, Jr., Maryland

CONTENTS

Page
Opening statement by Senator Pastore 1
Opening statement by Senator Baker 6
Text of bills:
  S. 1090 4
  S. 1228 6

ALPHABETICAL LIST OF WITNESSES

Biemiller, Andrew, director, Department of Legislation, AFL–CIO; accompanied by Al Zack, public relations director 155
  Prepared statement 155
Burch, Hon. Dean, Chairman, Federal Communications Commission 95
  Letter of April 5, 1973 96
Cranston, Hon. Alan, U.S. Senator from California 105
Curtis, Ernest A., Jr., station manager, WSJK–TV, Knoxville, Tenn 173
Curtis, Thomas B., chairman, and Henry Loomis, president, Corporation for Public Broadcasting; accompanied by Irving Kristol; Frank E. Schooley; Joseph D. Hughes; James R. Killian, Jr.; Gloria L. Anderson; Robert S. Benjamin; Albert L. Cole; and Michael A. Gammino, Jr 8
  Letter of April 2, 1973 29
  Attachments 65–85
Fore, Rev. William F., chairman, Advisory Committee of National Organizations to the Corporation for Public Broadcasting 155
  Prepared statement 169
Harley, William, chairman, National Association of Educational Broadcasters; accompanied by Ralph Rogers, chairman, Coordinating Committee Governing Board (Public Television Licenses), Dallas, Tex.; and Hartford Gunn, president, Public Broadcasting Service 106
  Prepared statement of Mr. Harley 139
  Prepared statement of Mr. Rogers 144
  Prepared statement of Mr. Gunn 145
Knox, Gregory, the Network Project, Columbia University, New York; accompanied by Andrew Horowitz 180
Loomis, Henry, President, Corporation for Public Broadcasting 196
Schwarzwalder, John C., executive secretary-treasurer, NAET; accompanied by Warren Wade, manager, San Jose, Calif 189
Whitehead, Clay T., Director, Office of Telecommunications Policy on Public Broadcasting Authorizations 85

ADDITIONAL ARTICLES, LETTERS, AND STATEMENTS

Bevins, E. S., Jr., Concord, Tenn., telegram 215
Fannon, S. Kent, general manager, WRIU Radio, University of Rhode Island, letter of April 4, 1973 200
Johnson, Hon. Nicholas, Commissioner, Federal Communications Commission, statement 104
King, Hon. Bruce, Governor, State of New Mexico, letter of April 9, 1973 215
Linn, George W., director of legislative affairs, Corporation for Public Broadcasting, letter of April 4, 1973 58
Meister, Charles W., president, Eastern New Mexico University, letter of of April 6, 1973 211
Public Broadcasting Service Budgets 374–424
Public Broadcasting Service Interim Report—PBS Programming Evaluation process, 1971–72 and 1972–73—March 23, 1973 424–487

Page

Public Broadcasting Service Programing, an evaluation by the managers 219
Public Radio Licenses, statement 216
Robinson, Michael J., assistant professor, Department of Political Science, University of Oregon, letter of March 29, 1973 199
Rogers, Ralph B., chairman, Board of Governors, Public Broadcasting Service, letter of April 9, 1973 211
Rolfes, A. H., letter of April 2, 1973 199
Warnock, Thomas C., director of radio activities, Corporation for Public Broadcasting, letter of April 9, 1973 201
Williams, Hon. Harrison A., Jr., U.S. Senator from New Jersey:
  Letter of March 27, 1973 52
  Prepared statement 54

PUBLIC BROADCASTING

WEDNESDAY, MARCH 28, 1973

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON COMMUNICATIONS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m. in room 1318, Dirksen Senate Office Building, Hon. John O. Pastore [chairman of the subcommittee] presiding.

OPENING STATEMENT BY SENATOR PASTORE

Senator PASTORE. The hour of 10 having arrived and inasmuch as we have a lot of busy people here today, I think we ought to begin.

Today the committee begins hearings on S. 1090, a bill which would authorize $60 million—$55 million outright and $5 million on a matching funds basis—for the Corporation for Public Broadcasting in fiscal year 1974, and $80 million—$75 million outright and $5 million on a matching-funds basis—in fiscal year 1975. The legislation would also authorize $25 million for fiscal year 1974, and each of the 3 succeeding fiscal years for facilities grants.

The Educational Television Facilities Act of 1962, and the Public Broadcasting Act of 1967, were the catalysts which enabled public broadcasting to move out of the doldrums and burgeon into the promising medium it is today. At the time the Educational Television Facilities Act became law in 1962, there were 62 educational television stations on the air. Today that number has grown to 228.

When the Public Broadcasting Act was adopted in 1967 it contained a 1-year authorization. This 1-year authorization was intended only as a temporary measure pending submission to the Congress of a permanent financing plan by the administration. So far neither this administration nor its predecessor has done so.

Lack of permanent financing has, of course, prevented the Corporation, and therefore public broadcasting, from achieving its full potential. Nevertheless with the funds it has received, the Corporation has done a commendable job, and the people are the richer for its accomplishments. At this point, I would like to insert in the record a chronology of the funds Congress has authorized and appropriated under the Educational Television Facilities Act and the Public Broadcasting Act of 1967.

[The information follows:]

Staff members assigned to these hearings: Nicholas Zapple and John D. Hardy.

EDUCATIONAL TELEVISION FACILITIES ACT APPROPRIATIONS

Fiscal year	Authorization	Appropriation
1963 67	[1] $32,000,000	$32,000,000
1968	10,500,000	
1969	12,500,000	4,375,000
1970	15,000,000	5,083,000
1971	15,000,000	11,000,000
1972	15,000,000	13,000,000
1973	25,000,000	13,000,000

[1] Aggregate.

CORPORATION FOR PUBLIC BROADCASTING ACT APPROPRIATIONS

[In millions of dollars]

Fiscal year	1- or 2-year authorization	Authorization	Appropriation
1969	1 year	9	5
1970	1 year	20	15
1971	2 year	35	23
1972		35	35
1973	2 years—vetoed	65	65
1974		90	45
1973	1 year	45	[1] 35

[1] Continuing resolution.

Senator **Pastore**. Last year, however, a disturbing and unsettling series of events accurred which, if allowed to continue, will seriously hinder the Corporation's ability to plan imaginatively and effectively. They will also discourage many dedicated and talented people from careers in public broadcasting.

I am, of course, referring to the Presidential veto of a 2-year increased authorization for the Corporation, as well as his vetoes of the HEW appropriation bills containing appropriations for the Corporation.

As a consequence of those vetoes, the Corporation has been planning and operating in a sea of confusion.

The 1-year authorization which the administration requested was directly contrary to what the Board members and the then President of the Corporation had told this committee was necessary if the Corporation were to have the stability and commitment necessary to plan its operations effectively. All of these experts agreed a 2-year authorization was minimally essential as it takes almost 2 years to move a program from the idea stage to the point when it is broadcast to the viewer.

In addition, there has been a great deal of controversy in recent months about public affairs programing and the interconnection activities permissible under the Public Broadcasting Act of 1967.

I want to point out that the legislative history of the act is explicit on both points.

I would like to quote from this committee's report accompanying the legislation in 1967. With respect to public affairs programing—the report stated:

> Particulary in the area of public affairs your committee feels that noncommercial broadcasting is uniquely fitted to offer in-depth coverage and analysis which will lead to a better informed and enlightened public.

Local stations, of course, are the bedrock of public broadcasting, and the Public Broadcasting Act contemplates a mix of local and national programing for them. Under difficult circumstances the Corporation has served both objectives admirably through its program production grants, community service grants to every local station, and assistance to the Public Broadcasting Service.

I would hope, therefore, that whatever the controversies are, everyone will recognize the valuable contribution public broadcasting is making to our society. There must be a partnership relationship between the Corporation and the individual stations—one based on mutual respect.

In this spirit it certainly is not asking too much to provide the Corporation with the minimum stability and certainty the experts have told us is necessary if the Corporation is to function effectively.

I would merely like to say that I want to thank the members of the Corporation who have come here in such large numbers in response to the invitation of the committee.

The reason why we asked them is because we thought it was absolutely necessary.

As you gentlemen well know, public television has been pretty much in the news these few months. I think the time has come when you, the Congress, and the public, should put our cards on the table, and talk a little bit about where we have been and where we are going, so that the people will understand what this controversy is all about.

It is for that reason we have felt that we should get into this question of how much money you are going to ask of Congress; how much money you might need; whether or not the authorization should be 1 year or 2 years; and many of the other attendant problems that have not only annoyed and vexed Members of Congress, but I suppose the public at large.

For that reason I am very happy that you gentlemen have come here. We are ready to proceed unless Senator Baker has something to say.

[The bills and agency comments follow:]

93D CONGRESS
1ST SESSION

S. 1090

IN THE SENATE OF THE UNITED STATES

MARCH 6, 1973

Mr. PASTORE (for himself and Mr. MAGNUSON) introduced the following bill; which was read twice and referred to the Committee on Commerce

---

A BILL

To amend the Communications Act of 1934 with respect to recess appointments to the Board of Directors of the Corporation for Public Broadcasting and to extend certain authorizations for such Corporation and for certain construction grants for noncommercial educational television and radio broadcasting facilities.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 396 (k) (1) of the Communications Act of 1934 is amended to read as follows:

"(k) (1) There is authorized to be appropriated for expenses of the Corporation $55,000,000 for the fiscal year

II

ending June 30, 1974, and $75,000,000 for the fiscal year ending June 30, 1975."

(b) Section 396(k)(2) of such Act is amended by striking out "1973" and inserting in lieu thereof "1975".

(c) Section 391 of such Act is amended to read as follows:

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 391. There are authorized to be appropriated for the fiscal year ending June 30, 1974, and each of the three succeeding fiscal years such sums, not to exceed $25,000,000 in any such year as may be necessary to carry out the purposes of section 390. Sums appropriated under this section for any fiscal year shall remain available for payment of grants for projects for which applications, approved under section 392, have been submitted under such section prior to the end of the succeeding fiscal year."

93D CONGRESS
1ST SESSION

S. 1228

IN THE SENATE OF THE UNITED STATES

MARCH 14, 1973

Mr. MAGNUSON (by request) introduced the following bill; which was read twice and referred to the Committee on Commerce

---

A BILL

To authorize appropriations for the fiscal year 1974 for the Corporation for Public Broadcasting.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 396(k)(1) of the Communications Act of 1934 is amended to read as follows:

"(k)(1) There is authorized to be appropriated for expenses of the Corporation for the fiscal year ending June 30, 1974, the sum of $40,000,000."

(b) Section 396(k)(2) of such Act is amended by striking out "1973" and inserting in lieu thereof "1974".

II

OPENING STATEMENT BY SENATOR BAKER

Senator BAKER. Mr. Chairman, thank you very much. I do have a brief opening statement that I would like to make.

As you and other members of the committee are aware, last year on several occasions I expressed serious misgivings about the structure and operation of our public broadcast system, particularly the Corporation for Public Broadcasting.

The first few years of experience under the Public Broadcasting Act saw the development of a centralized network system, but only limited support for non-national educational programs and programming needs for local stations.

Since that time the leadership of the Corporation has changed and from the press reports it appears that you are in the process of establishing a new relationship with the local public broadcast stations, and their boards of trustees.

During consideration of the public broadcasting legislation last year I called for a greater emphasis on the needs and desires of local stations. If that is what you have achieved or will achieve, then I applaud your efforts.

However, if all you have accomplished after months of discussions and negotiations is establishment of another centralized network, we have not progressed very far since June 1, 1972.

While I believe there must be meaningful consultation with the local stations on program development, the Corporation is responsible under the law for the interconnection system, how it is used, what it is used for, and who uses it.

This ultimate responsibility cannot be delegated or shared.

The Corporation must remain fully accountable to the Congress, not only for its use of federally appropriated funds, but also for the stewardship of the publicly subsidized and federally funded interconnection system.

I look forward to your testimony, ladies and gentlemen, and hope the changes that have been proposed are in the public interest.

I am sure you are public spirited and dedicated servants of this concept, and I have great faith that we will arrive at a satisfactory and substantial solution to the several issues that confront us.

Thank you, Mr. Chairman.

Senator PASTORE. Well, I think the inquiry goes beyond that.

I am so happy to see Dr. Killian here. He was the great advocate and the great proponent of this Corporation. As a member of the Carnegie Commission, he came before this committee.

I remember only too well his concern and his apprehension that unless we had some kind of a permanent financing plan there would be interference on the part of the Congress with reference to programing.

Now, the picture has quite changed. Congress has kept its hands off of programing, but sorrowfully I cannot say the same for some of the White House staff, and we want to get that cleared up today.

This idea that the Congress or the White House should dictate programing to the Corporation is a little bit too much interference. It is something that we try to avoid, and I see that Dr. Killian is nodding his head in the affirmative.

We want to get into that, too.

Senator BAKER. I think, Mr. Chairman, if I may make this further observation: That the elaboration and the extension of the scope of our inquiry is entirely appropriate.

I, too, share your concern that public broadcasting be in fact in the public interest and as free as possible of control of any string-pulling by the White House or by anyone else. And I mean by any other instrumentality, including local units of government, foundations, or any other agency or institution that has the effective power by money, persuasion or otherwise, to mold and form the philosophy of programing and coverage or the like that gives a particular point of view.

I will resist that as steadfastly as it may be tried by the Congress or by the White House as I will resist it from any other source.

Senator Pastore. My only rejoinder to that is Amen.

Now we are ready to proceed.

STATEMENTS OF THOMAS B. CURTIS, CHAIRMAN, AND HENRY LOOMIS, PRESIDENT, CORPORATION FOR PUBLIC BROADCASTING; ACCOMPANIED BY IRVING KRISTOL; FRANK E. SCHOOLEY; JOSEPH D. HUGHES; JAMES R. KILLIAN, JR.; GLORIA L. ANDERSON; ROBERT S. BENJAMIN; ALBERT L. COLE; AND MICHAEL A. GAMMINO, JR.

Mr. Curtis. Mr. Chairman, I will be very pleased to—before beginning my prepared statement, Senator, let me say that I share the views just expressed, and have felt that the accusations that were of the sort that you voiced, I think, are not substantiated, and I feel that the integrity of the Board is a key and important issue.

Senator Pastore. Before you go any further, just on that one point. I have a transcript here of the Dick Cavett show and Mr. Buchanan's appearance on it. He is in the White House and writes speeches for the President. Now, this is what he said:

> Now, last year the Administration proposed an increase of $10 million in the budget for Public Educational Television, from $35 million to $45 million. It got down on Capitol Hill, and the fellows in Public Television went to work and they elevated that up to $165 million, for two years.
>
> Now, when that came down to the White House, we took a look at it, and we also looked at the situation over there, I did personally. I had a hand in drafting the veto message. And if you look at the public television, you will find you've got Sander Vanocur and Robert MacNeil, the first of whom, Sander Vanocur, is a notorious Kennedy sycophant, in my judgment, and Robert MacNeil, who is anti-administration. You have the Elizabeth Drew show on, which is, she personally is definitely not pro-administration. I would say anti-administration, *Washington Week Review* is unbalanced against us, you have *Black Journal*, which is unbalanced against us . . . you have Bill Moyer's, which is unbalanced against the Administration. And then for a fig leaf—

I know what he means by that—

> they throw in William F. Buckley's program. So they sent down there a $165 million package, voted 82 to 1 out of the Senate, thinking that Richard Nixon would therefore—he would have to sign it, he couldn't possibly have the courage to veto something like that. And Mr. Nixon, I'm delighted to say, hit that ball about 450 feet down the right field foul line, right into the stands and now you've got a different situation in Public Television. You've got a new ball game on CPB. You've got a new awareness that people are concerned about balance. And all this Administration has ever asked for on that, or on any network television, frankly, is a fair shake.
>
> Now, until we get that fair shake, network television can expect to be criticized. And I might add, we have had our say, network television has had its say, and over the last three years there has been a greater collapse in public confidence in the objectivity and the balance and in the fairness of the network television, than in all of the previous history of it.

And the remarkable thing about it is that every program that Buchanan mentioned has been knocked off.

Mr. Curtis. I regret to say——

Senator Pastore. Except the Black Journal, and I don't think they had the courage to do that.

Mr. Curtis. All I can say to you, Senator, is that this Board is independent. The people in the White House have their say, you have your say, and I respect it, but this Board will listen to you and it will listen to the White House, and then it will make its judgments. This is the key issue, and frankly, if there are people who say this Board has been other than independent, I would like to have their evidence.

Senator PASTORE. I'm not saying that at all.

Mr. CURTIS. Well, I'm saying that it isn't so, and I'm challenging those who allege that it is. I have been challenging it for the last 5 months, because this has been reported by the news media without their checking, without their finding out. This is an attack that is directed to me, perhaps, because I happen to have in my background experiences of 18 years as a Republican Congressman. Actually it goes to Dr. Killian, and other members of this Board equally, and I am jealous of their independence, as I am of mine.

Senator PASTORE. Are you saying unequivocally that what Mr. Buchanan said had no effect on your Corporation?

Mr. CURTIS. I didn't say that. I said we will listen to what people say. Facts infer arguments, sir. I happen to disagree with Mr. Buchanan on a great many things, and I will say this: Since I have been a member of this Board, I haven't even talked to Pat Buchanan, never have had occasion to meet with him on this subject or anything else.

Senator PASTORE. Well, I think a sorrowful day will have been reached in this Nation of ours when it makes a difference whether the administration is Republican or Democrat. I'm not holding out any favoritism to any Democratic administration. All I want is bureaucracy to keep their nose out of programing.

Mr. CURTIS. Amen. We are in agreement. And I tell you, Senator, the way you best do it, and the White House, is to respect the integrity of this Board unless there is cause to challenge it.

Senator PASTORE. I respect this Board, and I have said it a hundred times over. He couldn't pick out a better caliber of people who are willing to serve to do a job in the public interest, and they ought to be left alone.

Mr. CURTIS. I agree. Except that we want to hear what you have to say and what others have to say, as long as it is fact and fair argument. That's all I'm trying to get across here. And that's all this Board has listened to.

Senator BAKER. Mr. Chairman, let me make a remark in this respect. I think that it's important to keep in mind that both you, Mr. Chairman, and I have expressed today, and on many previous occasions, that we intend to guard against the intrusion of the political process into the Public Broadcasting System. At the time the Public Broadcasting System was established, one of the great fears of Congress, and I believe of many informed people in the public, was that public broadcasting, as distinguished from commercial broadcasting, would become the plaything of the administration in power. It must not become the plaything of the administration in power.

However, Mr. Chairman, just as this subcommittee feels free, and I believe is exonerated by our constitutional responsibility to do so, to express its point of view with respect to the operation of the Public Broadcasting System, I fully expect any other branch of Government and any other element of society to express its approval or disapproval.

The graveman of the situation, the very heart of the matter, is that we are free to comment on program techniques and program content and to depend on a board of integrity, a board of independence, to do what needs to be done, taking into account the criticism and the praise and making a balancing judgment on what's best for a nonpolitical system.

Now, I added, and I will repeat an additional consequence. I am concerned that there be insulation. We must guard against actual intrusion by the White House or the Congress, but I sturdily and steadfastly defend their right to criticize.

Senator Pastore. No one questioned that. But when you have Clay Whitehead, and you have Mr. Buchanan going around and making speeches, finding fault with all of the programing, and then using the suffocation method of cutting down the authorization period and cutting down the money that Congress has been willing to appropriate, I'm beginning to wonder whether or not there isn't some strong-armed method being used, and I'm not accusing the Board; I'm accusing the White House.

Senator Baker. Mr. Chairman, I'm saying, and I can speak only as one member of this committee, and as a Senator from Tennessee, I believe this committee can construct and send through the Congress to the White House a good bill that provides for the continuation of public broadcasting. But I believe we've got to approach it without assigning suspicion or blame or criticism to anyone, and certainly without trying to stifle the right to criticize.

Senator Pastore. Let's stop knocking this ball over center field.

Senator Baker. I think we are even. Let's stop.

Senator Pastore. All right, Mr. Curtis. Now you may begin, and I want you to be as strong as we have been.

The Chairman. I've listened with great interest to this, and I have a deep interest in public broadcasting. I established that years ago. And I've seen these boards come and go, and I have a short statement I would like to make for the record.

Ever since I came to the Senate, particularly in the early 1950's, when Frieda Hennock was Commissioner of the FCC, and leading the fight for educational television, this committee has strongly supported it.

In fact, in 1956, 4 years after the FCC had reserved more than 242 channels for noncommercial purposes, only 37 of the channels were on the air.

And we introduced the first bill—I think the distinguished chairman cosponsored it with me at that time—with regard to educational television facilities in 1956, and after three Congresses the bill was enacted as the Educational Facilities Act of 1962.

There were only 62 stations on the air at that time.

In 1967, again myself and the chairman of this subcommittee sponsored legislation that eventually became the Public Broadcasting Act that created the Corporation for Public Broadcasting.

A review will show that the number of television channels on the air for public television has increased to a point that there are today 228 actually operating. Some of them are in trouble, but they are on the air. And that is based on pretty skimpy appropriations that have been available for public television. I sort of wear two hats in this matter. I also Chair the Appropriations Subcommittee which has the appropriation for public television. And, of course, we regret that the President saw fit to veto the 2-year authorization bill last year, and then proceed to veto two more HEW appropriation bills that contained money for public broadcasting.

As a consequence, this suffocating action, as the chairman pointed out, has had a distressing effect on the development of public television. No one will deny that. It has created an atmosphere unfortunately that I know from personal cases has deterred young men and women who would like to enter the profession from doing so.

And so I personally am determined to take every step possible, such as the introduction of the 2-year authorization, for 1974 and 1975, $60 million for fiscal 1976, and $80 million for fiscal 1975, and I'm going to press that in the Appropriations Committee which I chair—to recapture some lost time.

There has been a history of lost time in the whole education field. It came about partially because of the vetos, but also throughout the years for the same reasons that the chairman has mentioned. And so money has been some of the problem.

I would get money and the bill would be vetoed. I'm the most vetoed Senator in the United States. But we've got to develop—and that is what we rely upon with you people—some stability and effectiveness in this field. This is what I, as one person on this committee, expect to do: and I'm sure I have the support of most members of my full committee of which this is a subcommittee.

It's a big job, and it never can be done with any kind—and I restate what has been so well stated here—political interference.

Tom, you know that as well as anybody.

Mr. CURTIS. I know what it is, and I know how to resist it also.

The CHAIRMAN. It is pretty hard to deny some of the facts in the last few months. The implication is there has been some political interference.

Now, whether that influences you people or not, I don't know. I doubt if it will. I hope that this hearing will shape up the fact that you are independent, you are supposed to make up for lost time, on one of the greatest mediums we have in this country, namely educational TV. Nobody wants to get into censorship.

This committee surely doesn't. We have to rely upon you people and other people that they will be as objective as possible. Nobody is quite objective. You live in a vacuum if you are completely objective.

But some of these things that the chairman just mentioned stir up all educational TV people. They don't know where they are going, what to do, and it has thrown some fear into the hearts of the individual operators, the licensees. I can document that for you, but I won't do it at this time.

Senator PASTORE. Senator Beall?

Senator BEALL. I have no comment.

Senator PASTORE. Senator Hollings, would you like to make a preliminary statement?

Senator HOLLINGS. No, sir. I came to listen. Let's go.

Senator PASTORE. Mr. Curtis, you have the floor.

Mr. Curtis. Thank you.

On behalf of the members of the Corporation's Board of Directors—and those who are necessarily absent as well, please permit me to express our gratitude to the subcommittee for this opportunity to account for our stewardship of the Corporation since our last appearance before you; and to you, Mr. Chairman, and Chairman Magnuson, for your expression of continued confidence in the value and direction of public broadcasting which your bill, S. 1090, demonstrates.

No one acquainted with the history of public broadcasting can fail to appreciate the essential role of this subcommittee and committee and of their leadership in the development of noncommercial educational broadcasting.

This is my first appearance before you as Chairman of the CPB Board, and, in all candor, I must acknowledge a certain reluctance to tread where my distinguished predecessor and valued colleague Frank Pace has so often trod before.

I do take comfort in the presence with me of my esteemed Vice Chairman, Jim Killian, and of my Board colleagues, Dr. Gloria Anderson, Robert Benjamin, Albert Cole, Michael Gammino, Joseph Hughes, Irving Kristol, and Frank Schooley.

Mr. Chairman, we appear before you during a time of testing for public broadcasting in general, and for the Corporation and its Board in particular; a time when pride in our achievements must be tempered by some honest expression of frustration; when reexamination of existing relationships in the public broadcasting community is presenting new challenges and potential for public excellence through real partnership; and a time when public and congressional understanding of those achievements, frustrations, relationships, and challenges can be helpful to the whole future of public broadcasting.

In this time of testing for public broadcasting and CPB, I am proud to tell you that the Board represented before you is independent and is basically united on the critical policy issues before us.

It is a Board blessed with the wisdom and dedication of seven charter members first appointed by President Johnson in 1968, yet one which is enriched by the enthusiasm and participation of seven members more recently appointed by President Nixon.

Among its present members are six Democrats, seven Republicans, and one Independent.

It is a Board composed of independent members representing all sections of the country with diverse professional backgrounds, and with differences of views on some specifics of the Corporation's work.

But it is a united board—most often a unanimous board—on the general direction and major undertakings of its stewardship.

As an independent board, we are united today in our report. We are, in addition, unanimous in our endorsement of the Pastore-Magnuson bill, S. 1090.

We regard the 2-year authorization in this bill as basic to sound planning for public radio and television activities, and to the efficient use of taxpayer dollars.

Senator Pastore. Now, Mr. Curtis, has that sentiment been made known to the Office of Management and Budget?

Mr. Curtis. It sure has, and I have been arguing with them myself.

Senator Pastore. Thank you very much.

Mr. CURTIS. Thank you very much. We regard the fiscal levels of 1974 and 1975 respectively, as essential to the maintenance of the pattern of deliberate growth in both the quality and quantity of public broadcasting services to the American people.

We realize that the extension of the educational broadcasting facilities program is being reviewed by the administration. We endorse extension of that program, but prudence requires that we plan for new forms of assistance to the local stations in this vital sector.

We have taken our position on the matters of authorization and funding very seriously. In a time when fiscal restraint is the order of the day and when priorities must be set forth within a framework that encourages only the successful and efficient spending programs, and terminates the rest, we are proud to seek substantial increases in Federal support for public broadcasting and the work of the Corporation. For public broadcasting is, as the Carnegie Commission first recognized, a good bargain. A little money has so far gone a long way.

As this subcommittee knows well, fiscal year 1973 once held a special promise for public broadcasting, but finally resulted in a number of disappointments. After the veto of a bill that would have granted a 2-year authorization for the Corporation's work at substantially higher levels of Federal support, Congress passed a 1-year extension at the $45 million level.

Then, for reasons totally unrelated to the merit of the CPB authorization, the Labor-HEW Appropriations Act was also vetoed.

The CHAIRMAN. I don't suggest that the President vetoed the HEW bill because of the public broadcasting. It was part of having to be a part of a dual bill, billions of dollars, which include many controversial items, but it did go down. And that is why we had to proceed later independently.

Mr. CURTIS. That is correct.

Senator PASTORE. Well, it is fair to say, too, that after the veto of the authorization for 2 years, we realized that politics is the art of the possible, and introduced a bill that was consonant with the recommendations of the White House, so that it would pass. The $45 million for 1 year was the recommendation of the White House originally.

We accepted that as a mandate. It was about the only thing that we could do at the time because of the previous veto.

Mr. CURTIS. Yes, and the Executive was in favor of this.

Together with other activities provided for in that act, CPB was relegated to operation at a continuing resolution level. CPB will receive only $35 million in Federal support for fiscal year 1973.

And let me here express my disappointment that the continuing resolution specifically named public broadcasting. So there went my argument, or our argument, I should say, that we should have the $45 million.

The absence of the unchallenged, authorized, and appropriated, but unpaid, $10 million has been sorely felt throughout the system, but most of all by the independent local stations.

The combination of vetoes resulted in an unpredicted hiatus in the growth of public broadcasting's benefit to the citizen.

More importantly, it forced the Board to plan more cautiously for next year. Given our experience in 1973, prudence demands that we consider the prospect of funding at a continuing resolution level for some part of 1974. We have, for instance, planned to allocate only $13 million for the national program service for the 1973–74 television season, $2 million less than the $15 million we are spending for television programs in the preceding year.

Nevertheless, we are pleased with what public broadcasting has been able to achieve, even without the $10 million we had expected. We did manage to bring the joy of learning to preschoolers through "Sesame Street," the fun of achieving to school-agers through Electric Company," the excitement of participation to enthusiastic youngsters through "Zoom," and a very special understanding of life and self for the little ones who became a part of "Mr. Roger's Neighborhood."

We did manage to bring information and awareness to adult viewers through "The Advocates" and "Black Journal," unique programs that have become synonymous with the special, alternative character of public broadcasting to many viewers.

We were able to help support William F. Buckley, Jr.'s "Firing Line," and Bill Moyer's "Journal," as well as "Wall Street Week," and "V.D. Blues."

We were able to support or distribute programs as diverse and rewarding as "The Opera," "Book Beat," and "Soul," among others.

And yet the $15 million we were able to reserve for national television program service last year fell far short of supporting the quantity and diversity of excellent programs that were needed by public broadcasting stations and the people in 1973.

It was, in fact, the source of much frustration to us, to members of local boards of directors, to local managers, and to the viewers. It could afford very little in the way of curricular programs, adult education, or the arts and humanities, for instance.

That elusive, but most important quality of momentum was lost in the development of innovative new programs, and only token resources were available for programs of special interest to women, the aged, and the ethnic and demographic minorities for whom public broadcasting could have special significance. Many of these groups represent small audiences for whom commercial television and radio are less apt to provide service. There was not enough money to fund major efforts in science, health, the arts, or music, and there was nothing for religion.

For 1973, then, we were at least $10 million behind in the level of overall Federal support upon which Congress and the administration had agreed. The impact of that $10 million should not be forever lost to the growth of public broadcasting.

Since the total budget estimate for CPB in fiscal years 1973 and 1974 equals $90 million ($45 million and $45 million) the $10 million lost in 1973 could be added to the 1974 budget estimate without exceeding the 2-year total, $35 million plus $45 million plus $10 million, or $90 million.

The CHAIRMAN. In other words, understanding there is a possibility you can pick up the $10 million?

Mr. CURTIS. I think so, and I think it is a compelling argument.

Senator PASTORE. We have done that with that bill. We raised it to $60 and $80 million.

Mr. CURTIS. Yes.

We are simply giving arguments as to why this is logical, and arguments that will appeal to the administration.

Senator BAKER. Mr. Curtis, let me make sure the record is clear.

The $45 million authorization for 1 year is a bill that I introduced, and the chairman cosponsored. It passed, and was, in fact, signed by the President. But the funding of that authorization bill was through the HEW appropriations route, which never got through and we ended up going the continuing resolution route, and the continuing resolution level is at $35 million.

So we got shortchanged $10 million not because of what we did, but because we went the continuing resolution route on the HEW appropriation bill.

Mr. CURTIS. Senator, we were caught up with these other big issues. That is why I think this is a compelling argument.

Senator BAKER. And your point is well taken, I think, that when we passed the 1-year authorization at an agreed level of $45 million, that by no fault of this committee, we lost $10 million, and through your testimony today, you are recommending that in the legislation pending we try to pick up that $10 million?

Mr. CURTIS. That is correct.

The CHAIRMAN. I am like the basketball player, I hold my hand up on that one.

Mr. CURTIS. The $55 million thus arrived at for fiscal 1974 will be the basic Federal support for CPB in fiscal year 1974. It would be the Corporation's hope that the additional $5 million needed to total the $60 million proposed in S. 1090 would be available in the form of Federal matching of non-Federal contributions up to $5 million as in the past.

Now, most of my remarks have been directed toward national public television. At this point, Mr. Chairman, I would like to turn your attention to the development of public radio.

In its brief history, the Corporation has had a vital impact on the growth and development of a nationwide public radio system. As early as 1969 the Corporation embarked on a program to strengthen and increase the number of public radio stations in this country meeting system-established, service-level requirements.

The passage of S. 1090 would permit the Corporation to substantially increase its commitment to the development of public radio services throughout the Nation.

I personally believe that there is much more public radio can and should be doing for the American people. Numerous examples such as the British Open University, the service to thousands of physicians of the Albany Medical Network, and Minnesota Educational Radio's comprehensive service for the blind suggest a vast potential for public radio to provide unique services to the American people.

Public radio can play a vital role in the educational process and the cultural life of the community.

Mr. Chairman, since the last hearings before this committee, the Board of Directors has acquired the services of Henry Loomis as chief executive officer of the Corporation, who will address himself to the details of our spending at various levels of Federal support.

However, I do want to go one step further in discussing the importance of increased Federal support, not only in terms of national program service, but also in terms of direct dollar support for local stations.

In fiscal 1973, under a formula and allocation plan worked out with the public radio and television station representatives, we have been able to allocate $6.6 million, or about 18 percent of CPB's Federal support to local stations in the form of community service grants, pursuant to CPB's authority to: "make payments to existing and new noncommercial broadcasting stations to aid in financing local * * * programing costs of such stations * * * and other costs of operating such stations," spelled out in the Public Broadcasting Act of 1967.

In anticipation of the fiscal 1973 appropriation which would have provided a minumum of $15 million for community service grants last year, data has been made available by the stations which give insight into how the stations would have employed the funds. For example, of the more than $12 million which would have been provided directly to the television stations, almost two-thirds would have been spent on local program production and production-related activities.

Of this amount, about two-thirds would have been used by the local stations for local programs dealing with public issues. Local fund-raising activities and general stations upgrading would have used most of the remaining project funds.

I have in my prepared remarks, some examples that I just call your attention to, just examples of the kind of things I am talking about, San Diego and Connecticut.

WHYY—Philadelphia—Live coverage of the Philadelphia School Board meetings, twice monthly. Expansion to a weekly show of the current bi-weekly series ON TOP OF IT, produced in cooperation with the Urban Coalition for the black community.

KUHT—Houston—ASSIGNMENT HOUSTON, a series of 39 one-hour weekly public affairs programs utilizing services of local media and print reporters to promote better understanding of significant decisions by news-makers.

Mississippi ETV Network—Continuation of the series LIVING BETTER, produced for low-income homemakers with emphasis on nutrition, financial management, consumer needs, and home repairs and safety. This series is currently receiving widespread use by other public stations throughout the country.

WTTW—Chicago—Planned a number of local public affairs programs, including coverage of Chicago's City Council hearings, weekly coverage of events for the Latin Community, a monthly series on Consumer affairs, a weekly phone-in mirroring the Black Community and giving non-blacks insights to its problems, and other coverage of local issues.

KPBS—San Diego—Planned to initiate a series of historical documentaries suitable for regional or national distribution as well as southern California users.

Connecticut ETV Corporation—THE STATE OF CONNECTICUT, a nightly news program for adults with interest in statewide affairs. Also planned was a production training series for minority employees.

Because the bedrock of public broadcasting is, and must remain, the local station—if the Pastore-Magnuson bill is enacted without substantial amendment, our Board has indicated that it is prepared to increase substantially the funds reserved for community service grants in the local stations—from approximately $6.6 million in fiscal year 1973 to approximately $19 million in fiscal year 1974, to approximately $32 million in fiscal year 1975.

So, there is a lot riding on this bill and followup appropriations for all of us in public broadcasting * * * and for the public who will receive the ultimate benefit.

Senator PASTORE. That is about 40 percent, isn't it?

Mr. CURTIS. Yes, it is.

Mr. Chairman, I do want to mention a particular interest of mine, though I know from conversations with many of my colleagues on the Board it is recognized by them as an area of great opportunity.

I speak of the public broadcasting libraries. One of the ways the Public Broadcasting Act of 1967 envisions CPB meeting its responsibility to aid in the full development of educational broadcasting is the establishment and maintenance of "a library and archives of noncommercial educational television and radio programs * * *"

I was surprised and disappointed to find that we have not yet been able to provide support for the public broadcasting libraries at a level which assures the effectiveness of these institutions—the opportunity to reach the levels of effectiveness which their excellent professional staffs have envisaged.

I regard the library as an essential source of diverse and independent programing for individual stations. It ought to be a place that the local program director and local viewer representatives can go to find one or more of the important building blocks to supplement or complement his or her own local prgram efforts.

Senator BAKER. Mr. Chairman, will the witness stop there?

The matter of library and public techniques for broadcasting I think is an important one and I think it is a cornerstone of the general concept of the diversified system. Just so that the matter is in the proper frame of reference, how much money are we talking about to build archives?

Mr. CURTIS. In fiscal year 1973 we have budgeted $200,000, which is only 50 percent of what would be required in 1974.

Mr. LOOMIS. $200,000 to $400,000 to $600,000 by 1975.

Mr. CURTIS. It isn't a sizable amount of money, but, it can be used well because it will cover the costs of indexing, abstracting, and publishing printouts so that the local stations have this information readily available.

Senator BAKER. So, in effect, if some of us are concerned that the local educational TV stations are becoming the witting or unwitting appendages of a fourth network, this would greatly expand their ability to originate programing other than that which comes over the interconnect.

Mr. CURTIS. There is no question. I think this was one reason it was put in the bill because the concept of giving the local stations a good library, a usable one—and this is my business, it has been for the past 4 years with the Encylopedia Brittanica—is very sound and worthwhile.

Senator BAKER. Do you foresee there would be a wide and general demand for this sort of material? Do you have any information that the stations would in fact utilize it?

Mr. CURTIS. They are utilizing the libraries now in existence. There are some who say they aren't utilizing them very much, but my response is how can you if you don't have the proper indexing and abstracting printed out so you can look and see what is there. What can you do if there isn't a centralized system?

Don't misunderstand me. A lot of fine work has been done by a lot of people in this area.

I think there is a tremendous demand for this type of service, and as it is made more efficient we would find its use increased by hundreds of percents.

The **CHAIRMAN**. In the beginning we talked about the material for the libraries. We envisaged a revolving situation. We started with the University of Michigan, which had a large library which the stations could use.

Now, you envision a central place?

Mr. **CURTIS**. No. We are thinking along the lines of the operation of the Library of Congress which has established an index system for all libraries around the country, so you know what material is where. It is more that centralization that we are talking about.

The **CHAIRMAN**. It would have to be revolving?

Mr. **CURTIS**. The materials would have to be available, and could be physically located at various places as long as someone could go to a central index and find out where they were located.

Senator **PASTORE**. In other words, the depository would be nationally spread but, insofar as the index is concerned, it would be centrally located as a clearing point so that you would know what is where?

Mr. **CURTIS**. That is right.

The **CHAIRMAN**. And when you could get it and how you could get it and move it around.

Mr. **CURTIS**. Let me underscore here, too—and my statements are not emphasizing the importance of this—some have unkindly said that we want to revert to bicycling for program distribution. I said, of course not. This is just an added service, an important one to add.

A lot of what goes into the library will continue to be used over and over.

Seantor **PASTORE**. If a program is existing, especially in the educational field, there is no need of starting a brand new one when you have already got it. But the trouble is we don't know where it is and we don't know what it is all about because we don't have centralized index system.

Senator **BAKER**. Mr. Chairman, I think that is an extremely important matter, and it holds great promise for the future.

I would make one other point that relates to this. Yesterday I had the privilege to speak to the NAB meeting here in Washington. I generally took them to task for the fact that television and radio in America for the last several years have been reporting the lifeblood of American history on film and on tape, yet there is no way to catalog and index either. The three networks don't do it.

In fact, they don't keep it in permanent storage.

I don't expect you to give me an answer now, except to this extent; would you be willing to consider the possibility of including in this library of yours the retention of important public affairs films, or current event films, that would be available for posterity, for scholars, and for future generations?

Mr. **CURTIS**. This is what we are talking about. Again, it isn't necessary for us to actually have them in our library, as long as it is shown on the printouts where people can go to find them.

Incidentally, our Government, or, for that matter our society, has not yet developed a common cataloging system for audio-visual materials as we have done for books. I have been trying to bring this about. We would be playing a part in that, too.

There is a wealth of audio-visual materials available but they don't lend themselves as readily to cataloging as books. With audio-visual material you have to project it to see what is on it, hence it would need the abstract I referred to, which would give you a little bit of information on the contents of that particular audio-visual material.

Senator BAKER. I really believe this is an important subject. I won't burden the record further with it except to give you one example of why I think it is important to keep our record of current events on film or tapes.

It came to my attention not long ago that Matthew Brady, the great Civil War photographer, had his negative plates on storage here in Washington and that very recently those plates were almost sold for the storage fees before they were given to the Smithsonian Institution.

I hope in future time we don't find that our video records of Vietnam or civil strife or other historical events are erased.

Mr. CURTIS. This is one of the problems we face for film that has been kept, and has deteriorated so it is almost useless. This problem of retention has some physical aspects that are important, too.

Senator COTTON. May I ask where these audio-visual materials are kept?

Mr. CURTIS. They are all over. But one report of progress: the Archives, the U.S. Archives, is developing or trying to develop such a system, and the Library of Congress is likewise doing it. Their efforts ought to be coordinated in my judgment, and others should be brought into this picture.

Somebody, I don't know who, should direct attention to this. Maybe we can do so, through public broadcasting, simply because of our deep interest in this area.

This would help tremendously if we could just bring about this common system in our society.

Senator COTTON. Now, on the commercial networks, each week I find that some old classic film usually is shown late at night. I just happen now to think in passing of "How Green Is My Valley." They are truly inspiring films which the networks repeat. They are films that were made 20 years ago, or more, and which haven't lost any of their inspiration or glamour.

The networks own those films, keep them in their archives, and use them from time to time. They must have an innumerable number of such films.

Now, the networks have been very generous in their support of public broadcasting. They could make a further contribution that wouldn't be in dollars and cents. Perhaps, without relinquishing their rights in these films, they could make available to you a list of some of these films so that you could use them or local stations could use them, in place of some of the material that sometimes I find a little bit stuffy and boring.

Mr. CURTIS. Senator, this is a very big point, and an important point, and it is getting back to what I was saying. Regrettably, some of the material that they have has deteriorated. Maybe there was no way of stopping it. But we could help, too. We could see to it that these films were stored in a better way.

Senator Pastore. Preserved.

Mr. Curtis. Yes.

Well, I will just finish this out. It ought to provide a rich source for substitutes for some of the national program offerings he or she at the local level does not choose to broadcast.

To make the public broadcasting library the lively, constructive program resource it ought to be will take additional money. I am pleased to say that Federal support at the levels authorized in S. 1090 will permit CPB to increase its support for library service and facilities from $200,000 in fiscal year 1973 to $400,000 and $600,000 for the following fiscal years 1974 and 1975, respectively.

Perhaps more important, the libraries occupy a key role in all of our plans for production and distribution of programs.

Mr. Chairman, we encourage effective local, as opposed to centralized, control of the public broadcasting schedule. This is a policy matter.

Consequently, we underscore the importance of providing local stations with the capital facilities which are required to take programs off the fixed schedule national interconnection, to hold them and then broadcast locally at times which meet the needs of the local community.

Senator Baker. Are you talking of equipment such as video tape?

Mr. Curtis. Yes. For instance, St. Louis, which is my home, is holding off "American Family" because they think they can better schedule it some time in the summer, but they have the facilities to do it. But 50 percent of our stations don't have the combination of facilities and the manpower to do it adequately.

Senator Baker. So only 50 percent of the stations in the country now have the facilities and manpower to tape and delay the presentation of programs?

Mr. Curtis. Yes, to do it adequately. They are stuck with the scheduling, whatever the scheduling may be, of the interconnection, and what we are in effect saying, as a matter of policy, is that we ought to put a high priority on getting these facilities.

Let me proceed with my statement, because I pick this up.

I will only remind you that about one-half of the public television stations are deficient in some combination of facilities and manpower which are required to support an independent local schedule. Federal moneys to assist local stations in acquisition of needed capital facilities have been provided through a different authorization and appropriation system than the moneys for operation which are the subject of the authorization bill before your subcommittee.

However, I do not believe we can take advantage of the opportunities in public broadcasting without relating capital and operational budgets, particularly if we are going to develop a feasible plan for long-range financing of the system of public broadcasting in the United States.

I'm happy to report to this subcommittee that I think we are making progress with the administration in providing these moneys.

But any help that we can receive in relating this other budgetary need——

Senator Pastore. What do you mean by progress? I haven't seen it yet.

Mr. CURTIS. Well, at least we are in there for money, and we are in there——

Senator PASTORE. You mean you are asking for it. The day you get it, you let me know.

Mr. CURTIS. All right. Well, we will. But particularly, Senator, I think if we formalize this and make this, say, a 5-year program, detailing how we are going to get 50 percent of the stations adequately equipped, then we'll have a greater likelihood of getting the money.

Senator COTTON. How far have you gotten in the administration? Have you gotten anything from Mr. Haldeman yet? [Laughter.]

Mr. CURTIS. You mean, where have I gotten in the administration?

No; I have been only at the lowly budget levels. HEW is really the Department that has the power over facilities as do the commerce committees of both Houses of Congress. We do need help from the primary committees concerned. We must get them to understand how important this is.

Senator PASTORE. May I make a suggestion?

Mr. CURTIS. Yes, sir.

Senator PASTORE. This Corporation, more so than other corporations, has in my opinion some of the most distinguished people in this country from every field of endeavor. I would hope that they would get together some day and knock on that oval room door. That's where it counts.

Mr. CURTIS. I know it, Senator.

Senator PASTORE. You must go through Haldeman and Erlichman and all those other people.

Mr. CURTIS. All right. But let me make a point.

The CHAIRMAN. Or you could charter an airplane.

Mr. CURTIS. Let me make a statement: In my efforts to underscore what I believe is true, that we are an independent Board--and because of these attacks, I perhaps have had to overstate the independence—this doesn't help me too much when I go trying to knock on these doors.

Senator PASTORE. I think in time. I tell you very frankly——

Mr. CURTIS. You know my problem.

Senator PASTORE. I don't want to be so critical of President Nixon to say this is his fault. I think a lot of these problems are not brought to his attention. I think a lot of the decisions are being made on the lower echelon, because they either think that is what the President thinks, and things of that kind. And naturally, he's only guided by what they tell him. I have never received a call and asked, "What do you think?" I have never received that. I could tell him the other side of the coin.

Senator BAKER. I might say, Mr. Chairman, that I think here we have room for some maneuvering. I'm not going to get into a dissertation on the analysis of the flow of power to the oval office, and I have no idea what part any person at the White House plays in the formulation of policy, and I'm probably happier that I don't. But I do think there's a real possibility here to look squarely in the face an opportunity that we may have neglected before, and that is to separate out this business of funding capital improvements from the funding of local programs. We will just have to come to terms on that, and we are likely to find a sympathetic ear, even with OMB, which I have come to call the fourth department of Government these days.

But I would hope that at some future time we would consider the possibility within the jurisdiction of this committee and subcommittee of finding a way to improve our ability to fund the supplying, the purchasing, and the equipping of local stations for a more flexible operation, including video tape recorders, including what other controls and equipment is necessary, and I think we can do it without having to come to terms with all the issues that are involved in the philosophical concepts of public broadcasting.

Senator PASTORE. If the Senator from Tennessee will recall, there was tremendous amount of enthusiasm and pressure to put a black on the FCC. The only way we got that done is by having the Senator from Tennessee pick up the telephone and make an appointment at the White House. He took me down there with him, and we got it done.

Now I am asking you to do it all over again.

Senator BAKER. There was no executive privilege in that.

Mr. CURTIS. The facts are that right now there has been very little coordination betwen the capital budget and the operational budget, and it certainly needs cooperation. If it were done, I think we would have some very strong arguments to get the money necessary to equip the stations so that they would have this facility.

The CHAIRMAN. You're going to get the money from the Appropriations Committee.

Mr. CURTIS. That's who we've got to argue with.

The CHAIRMAN. That's where you have got to go first.

Mr. CURTIS. We have to go to the authorization committee first.

The CHAIRMAN. That's here now.

I don't know what door you knock on to prevent a veto.

Have you talked to Mr. Weinberger about this since he's down there?

Mr. CURTIS. I have, indeed.

The CHAIRMAN. Because he, I think, would make some decisions in this field before they ever get to the oval room.

Mr. CURTIS. I think we're going to get some pretty favorable ones. The key is that this money is spent with great efficiency. The amount of return to our society, for money spent in this area, just can't be duplicated.

The CHAIRMAN. Senator Cotton and I will have Mr. Weinberger up here in 2 or 3 weeks for the regular 1974 budget, and I think that's the time for us to try and correlate this, too.

Senator COTTON. Senator Magnuson is chairman, and I'm ranking Republican member of the Appropriations subcommittee that handles all of the conglomerate programs of HEW. We have to load up a bill to go as far as we can in committee. Then, when we get to the Senate floor, we encounter Members with interests in a particular health program, or a particular cancer program, or some educational program, with the result that the Senate blows up, and the whole thing goes down the drain on a veto by the President.

It has happened twice to us. This causes suffering because your corporation's appropriation is thrown into this compound ratio, that poor Senator Magnuson and the rest of us are trying to struggle with, and with which we are trying to restrain ourselves. We go just as far as we dare go, trying to walk the thin line between a good bill and a bill which will be vetoed and go down the drain.

Now, that is going to repeat itself this year.

Somewhere, now that the war is over, we've got to separate all this by focusing upon education, upon health, and upon dissemination of public information. Right now it is all in one department, and all handled in one appropriations subcommittee in this one bill.

It causes problems for you and for us. We need to get some individual attention in the Congress, as well as down in the department, in OMB, and in the White House.

Mr. CURTIS. We get tied into these big omnibus appropriation bills, and we get lost.

Senator PASTORE. Let me ask you gentlemen a question. Don't you feel pretty warm in this room?

Let's call a recess for 5 minutes and put the lights out and open the doors.

OK.

[Recess.]

Senator PASTORE. All right, folks. May we be seated?

I believe that Senator Hollings would like to ask a question.

Senator HOLLINGS. Mr. Chairman, and Mr. Curtis, I have been listening patiently and waiting for what I consider to be the real crux of this entire hearing, and that is the problem of localism. When we discuss the matter of the White House, the reference has been made to the fourth department of Government, OMB, that may be we can't get by the Dutchmen down there, Erlichman and Haldeman, and we haven't gotten in the door.

But I find the record shows otherwise, and when we go to that veto, it is not an economy message, and I would ask you to listen to Mr. Pat Buchanan who helped write that message.

Senator PASTORE. I've already read that.

Senator HOLLINGS. I didn't realize that. Now, that gentleman said right there, he doesn't like what you are broadcasting, and until you change around what you are broadcasting, then you're not going to get your money. Is that the message you get?

Mr. CURTIS. I've never talked to Mr. Buchanan. I'm not even sure that he's involved in the decisionmaking process in the White House.

Senator HOLLINGS. He says that. Did you read that part?

Mr. CURTIS. I read it, and I heard it.

Senator HOLLINGS. He said, "I had a hand in drafting the veto message."

Mr. CURTIS. I can say this to the Senator, because I came up on the Hill in both Houses. Some Senators and Congressmen claim they had a hand in it also, so I don't know. But I wasn't here then.

Senator HOLLINGS. Well, this is the one thing that concerns us more than anything else. It is nice to get little libraries and indexes and so forth. More important than that however, is what we passed in the original Public Broadcasting Act. We said that localism must prevail. You would be serving the local stations.

And let me ask this question to make my point clear.

In that veto message, the President said, in holding up the money—and it sounded like perhaps this is clever wording by Mr. Buchanan, or the direct feeling of the President, one or the other—but he said there are many fundamental disagreements, and I am quoting from the President's veto message, concerning the directions which public broadcasting has taken and should pursue in the future.

Perhaps the most important one is the serious and widespread concern expressed in the Congress and within public broadcasting itself that an organization originally intended only to serve local stations is becoming instead the center of power and the focal point of control for the entire broadcasting system.

Now, the President was concerned about that in his veto message. That is what you are concerned about, and why we in the Congress are conerned. I hope in part of your statement you'll get to the point where on the one hand, the local stations almost unanimously wanted a program—let's use one example: Bill Buckley, and you vetoed him out.

Now, how does that respond to the localism, and the original claim of your charge?

Mr. Curtis. Senator, I will get to that. But let me underscore this: The reason Congress put libraries into the Public Broadcasting Act is that it is an important technique, one that gives the local station this kind of power.

That's why I emphasize the need for facilities. If the local station has within its power the ability to pull off, hold, and then schedule as it wants, then it isn't dominated by the central interconnection.

Now, there are those, and I'll get to this, who apparently really do want to make a fourth network out of this central interconnection.

This, as I understand it, the Congress did not want, and this is what we don't want, and as I read the President's veto message, that's what he's saying he doesn't want, also. So let's try to get to the things that will really make this emphasis. As Mr. Loomis is going to point out, one of the things we have in our budget is increasing the community service grants, money which goes directly to the stations, from about 18 percent to 31 percent in fiscal year 1974.

Senator Pastore. $19 million, you said.

Mr. Curtis. But percentagewise——

Senator Pastore. You said from 6 to 19.

Mr. Curtis. It goes from 18 percent to 31 percent. You see, that is money that just passes right through to the local stations. And let me say this: We are well aware of the fact that about 62 percent of that money will go for public affairs. This is what it has been used for, and this is fine.

Senator Hollings. All right, Mr. Chairman. Let me get back to the original point. The local stations overwhelmingly ask for the continuation of the program. Is that right or wrong?

Mr. Curtis. I don't know.

Senator Hollings. You don't know, as the chairman?

Mr. Curtis. No. I do not know, because there is no system, sir, for really finding these things out. You can't call a letter-writing campaign representative. I know you, as Senator, have had them. You don't know whether that is the voice of the people or a small group that has organized to get an opinion through.

I happen to think that Buckley's program is a good one, but we couldn't afford two programs that cost $2 million in light of our cut budget and new programing plans.

It was falsely said that we didn't want to put on public affairs. The answer is we have kept public affairs on. We have said, if someone else can finance these programs, great, because I do think those two programs have objectivity and balance. I think you are misreading the actions of the Board.

This has nothing to do with the Board's decision.

Senator PASTORE. Yes, but, Mr. Curtis, you have entered into negotiations with the Coordinating Committee of PTV Governing Board Chairmen.

Mr. CURTIS. That's right.

Senator PASTORE. And you have had some controversy with the PBS?

Mr. CURTIS. Yes.

Senator PASTORE. Now, in that process, haven't you learned what their desires were? It is our understanding that Firing Line had a high rating, and it was a very attractive program that the stations really wanted.

Mr. CURTIS. Yes. And so did "Zoom," and so did "Black Journal," and so did some others that we had to look at and fit in, and those we happened to do. "The Advocates," too.

But the point is, the decisionmaking process didn't have anything to do with these kinds of innuendos that we are trying to cut back on public affairs.

Our discussions with PBS, and with the chairmen's group, and I'll get to this in my statement, have been trying to set up a decisionmaking system, Senator Hollings, so that we can know, in an orderly fashion, what the local communities, and the stations really want.

Take "Black Journal." All we said there was, look, we don't know whether that is the best black program. We decided as a matter of policy that there should be some black programs and we set aside money. I think this was wise judgment.

Then we simply wrote to all the local stations and said, look, what other black programs are there that you think should be considered before we make the final judgment? When they came up with none in particular, we then did the logical thing and said, OK, it's "Black Journal."

But what we're trying to do is set up the very kind of decisionmaking system, Senator, that would enable me to answer you and say yes, we know this is what the local stations want.

How do we know that the kids really like "Zoom?" We know what happened. They had this campaign going. It was popular, but this is no test, in a rational way, of determining what the local communities do want. This is what we are trying to set up, and I hope within a few weeks we'll be able to tell you, yes, we have a system that the local stations think will work, that those who have been active in PBS and elsewhere think is going to work.

Senator PASTORE. Have you listed the report in that?

Mr. CURTIS. Yes. This is in my statement, sir.

Senator Hollings. Wait a minute. Let's get back. Because I have heard witnesses talk for 20 minutes on a lot of questions that I didn't even ask.

I have to apologize. Mr. Chairman. because you put me to the task of sort of asking a late question with no background knowledge.

I offered the first public educational TV in my State. I appointed the first educational television. And the present chairman and director. Mr. Henry Cauthen has been doing an outstanding job. I will put our South Carolina system second to none. He happens to be on the board of your Public Broadcast Service. I am quoting him and others that I have talked to. They have brought to the attention the vote on the Bill Buckley Show. I am convinced that your board knows it is highly regarded and was an overwhelming choice with the local stations.

Now, the inference of your answer a moment ago is that if we had more libraries, if we had this interconnecting system of indexes and cards, that you would not have knocked off Bill Buckley. Is that what you are saying?

Mr. Curtis. This has nothing to do with that.

Senator Hollings. All right. So we can forget about the libraries, and go back to localism and the local choice.

You don't know whether Mr. Buckley was a good local choice or not, but you are trying to find out?

Mr. Curtis. No. We are trying to set up a system so whether it is Buckley or whatever, we have an orderly and rational way of determining these things.

You mentioned South Carolina. I was down there and saw the operation and let me say I have never seen anything as splendid. South Carolina Public Broadcasting actually has the prototype, not only for this Nation but for others as well. Representatives from Australia have come over to look at your system.

Now, one of the things your top people told me is that they do not know how to deal up here in Washington, or how to process their ideas and so forth.

Now, this is what they said to me. I answered that hopefully we will soon be able to publish a booklet that says how you do business, how you get decisions made, how you properly appeal them in the decision-making process.

Right now it is confused.

But we will know soon, because we are going to establish a system that will work, and then I can answer your questions with intelligence and say "Yes, I think Bill Buckley's program probably is that popular."

When we have people go to the streets, as some of the blacks did, on their black program, why did they go there? Because they didn't know the orderly way to process their opinion. And it is up to us to set up a system where they know they can get their two bits' worth in.

Senator Hollings. Where do you think the President got the idea that localism was being disregarded?

Mr. Curtis. I think he got it from some of these comments that I myself have been hearing, that the local stations don't know how to deal with us.

Senator Hollings. It is not being disregarded, in other words, in your opinion? The local choice?

Mr. Curtis. Let me put it this way: we have had a lot of progress but we do need a lot of improvement. We need to move in that direction as opposed to some people's concept, and they are honest people, that they really want to make a fourth network out of this.

I think they would be mistaken if they did. And I am willing to argue why. But certainly anyone who emphasizes localism, as you do, Senator, and as the Congress has, and as the President has, does not want to have a network where local stations have to take what comes over the interconnect at the time the national people tell them to, but have the flexibility to make their own schedules and choose from a variety of programs which we hope to expand. When the chips are down, it should be the decision of the local stations. That is the important thing.

We don't have what I think is a good system yet to tell us what they really do want.

Senator Pastore. Did I understand you correctly, Mr. Curtis, to say that local licensees are desirous of making this a fourth network?

Mr. Curtis. No. I think by and large local licensees are in agreement. In fact, Senator, I don't know what this fight is all about, because everyone gives lip service, almost everyone, to the localism concept, as did Dr. Killian, who I think had the first cafeteria system in the interconnection, where the stations can pull off what they want——

Dr. Killian. When they want it, too.

Mr. Curtis. And when they want it.

Now, there are some people, and I have the quote with me, who actually say there should be a fourth network. It should be developed that way. But there aren't very many who say it. I think there are a number of people apparently around who believe it, and my own judgment is this is what the fight is about. And we happen to be on the same side.

Senator Pastore. That really hasn't happened, has it?

Mr. Curtis. No.

Senator Pastore. Of course, the inference is that it has happened.

Mr. Curtis. I am almost sure this is what you will want. That is what the law says. And I want less decisionmaking in Washington, D.C. But those who present PBS, for example, as local. well look, they are located in Washington just as CDB is. I want a decision tree kind of set up that will get the kind of information the Senator is asking for in an orderly way.

Senator Hollings. I most respectfully demur from that idea that you don't know how you cut off known popular programs, such as the Buckley program, and in their place put others that are completely unknown, popular or otherwise.

I mean what kind of policy is that.

Mr. Curtis. Well, we didn't. I don't think you would say "Sesame Street" is unpopular, or "Zoom," or these children programs.

Now, maybe you could argue, and I worry about it, the fact that 48 percent of our budget goes for children's programs.

Senator Pastore. If you cut that out you are going to lose me.

Mr. Curtis. All right. You see the point. I am just trying to respond. We put on "VD Blues." We felt that programing was needed in public health. We have very little in this area. We also have not done very much in the area of adult education. But we marked something in this current budget for that also.

It is not a question of these programs not being good. It is the fact that the ones we have put on, every one that we put on, Senator, has been approved, and went through——

Senator Hollings. How do you know? You just said you can't tell.

Here is a program that you have had for years, and there is no way in the world to tell. Like "Firing Line," there is no system. And you are going to develop your system. But now you have a new program that you say is approved. How?

Mr. Curtis. No.

Senator Pastore. Give him a chance. He can talk himself out of anything.

Mr. Curtis. I don't have to talk myself out of it. All I have to do is be permitted to finish my sentence, which was the last part, when the Senator interrupted, we learned this through whatever system we have had in existence.

This is what I have almost given up trying to figure out. What it is. Now I am embarked on what I think we are interested in, what is a good system? Let's get a good system set up and that is what I hope that we are almost near to accomplishing.

Mr. Curtis. Incidentally, anyone who wants to criticize the system that might be set up should concentrate on the fact that it isn't yet agreed upon. This is what we need your help on, this whole subcommittee, whether you think the kind of system that we are talking about setting up, and almost are in agreement upon, total agreement—we have got one area that is still in controversy, but if we get that ironed out, and this will be in 2 or 3 weeks, then we can tell you here is what we think is a system that will do what I am talking about, and which I think you are making your thrust to, and I happen to agree with your points.

We need to know what the local stations really want.

Senator Pastore. Tom, you are doing all right.

Mr. Beall?

Senator Beall. On the point of localism, you are saying that you want to encourage stations, local stations, to have the ability to pick and choose and be selective on what they take from you.

I understand that some stations have already created an independent regional type of network.

Mr. Curtis. Those are good. There are about seven.

Senator Beall. I am asking you, do they do this because they want to have—obviously they want some greater selectivity, but are they afraid of too much dependence on the corporation or do they want to go further? Are they operating in a vacuum? Are they duplicating? Are they doing this because they are more accessible than everybody else?

Mr. Curtis. This is a very important thing. The strongest local network, which was established before CPB is in the Northeast, called the Eastern Educational Televsion Network. It is one of the best. The one in the South, the Southern Educational Communications Association, which has its headquarters in Columbia, S.C., has become a good, strong network also. They provide the facilities for pulling off and scheduling programs which many of their local affiliated stations cannot do.

This is one way local stations are getting over this hump of lack of facilities. But in many other ways these regional networks offering services that I think are very desirable and very helpful. I personally feel, and I think, that the Board would be in agreement, that this is a healthy development, something that we want to encourage.

Senator PASTORE. Now, Mr. Curtis, much of this regional tie-in is done mostly with their own money, isn't it?

Mr. CURTIS. Oh, sure. Well, so it is in the whole business; 80 percent of public broadcasting today is not Federal money. We begin thinking we are so big up here. We're only providing 20 percent, but we want to be sure that that 20 percent, which is an important 20 percent, is well spent, well structured, and fits into the kind of system the local stations want.

Senator BEALL. That goes to my next question then. When you distribute your money to the local stations, you do it, I assume, by some sort of formula that I would hope would be applicable. But does it go on the basis of need to become more independent, or does it go on the basis of the service being rendered to the communities and the necessity of expanding a particular service?

Mr. CURTIS. It is a complicated formula. Let me first say that once the formula is decided, the money then goes to the stations. They spend it however they please. But you would have to ask some of our technical people to give you the actual details of the formula. It does relate to the size of the station, and need.

Senator PASTORE. Why don't you put it in the record? That would take too long.

[The following information was subsequently received for the record:]

CORPORATION FOR PUBLIC BROADCASTING,
Washington, D.C., April 2, 1973.

Hon. JOHN O. PASTORE,
The U.S. Senate,
Washington, D.C.

DEAR SENATOR PASTORE: In response to your request, a brief description of the process by which Community Service Grants are made to the individual station is attached.

I appreciate your continued support.

Sincerely,

HENRY LOOMIS.

Enclosure.

DESCRIPTION OF CURRENT FORMULA FOR DISTRIBUTION OF COMMUNITY SERVICE GRANTS—TELEVISION 1973

The formula for determining the size of individual Community Service Grants for educational, non-commercial television stations has been evolved by the Corporation in consultation with representatives of the television stations throughout the public broadcasting system. Criteria for eligibility were approved by a vote of the station membership of the Educational Television Stations Division of NAEB and were subsequently ratified by the CPB Board in November 1972.

The current formula, employed for the first time in FY 1973, includes modifications to an earlier plan which are based upon experience. The earlier formulae were based solely on stations' operating budgets. This plan came to be widely considered as inequitable.

The current formula for Community Service Grants may appear to be complex—but the complexity reflects the reality of the differences which exist in type and service provided to the public by several types of public broadcasters. In brief, the plan functions as follows:

1. A *basic grant*, for all eligible stations regardless of size or budget, is determined. In FY 1973 the amount of the basic grant was $20,000. Thus, no station which began broadcasting before June 30, 1972, however small, received less than $20,000.

The total of *basic grants* made to the stations accounted for 58% of all the funds available for Television Community Service Grants (Total for TV—$5 million; for radio—$1.6 million).

II. A series of *variable grants* account for the remaining 42% of all television Community Service Grants. Each is calculated individually. This grant is based on three criteria:

	Percent
A—Proportion of total population served	8
B—Proportion of total income	26
C—Proportion of income raised from other than local, state, or Federal governments or agencies	8

Criterion C was incorporated in response to stations' recommendations for an incentive for raising funds from the local community.

Because of the limited funds available in FY 1973, the minimum (basic grant) of $20,000 was matched with a $45,000 ceiling for any one station. Thus, no station, however large, received more than $45,000.

The formula employed for FY 1973 was arrived at following an extensive, iterative computer process combined with judgment and knowledge of the system. The Community Service formula was on the agenda of a series of regularly-scheduled regional meetings throughout the country. Every station was given the opportunity to react to the formula and consider specific impact on his audience and his station prior to voting at the national meeting. The formula was modified and improved as a result of the discussions.

It should be emphasized that though this formula may seem complex, it is in reality an effective tool employed to achieve equity. The data collection and automatic data processing unit of CPB serves to simplify the procedures.

As funding levels grow beyond the present level of Federal support, and other variables shift and change, future formulae will be refined under the terms of review and participation already established.

Senator BEALL. All I'm asking is, do these stations who are doing this on their own get less Federal assistance because they are already doing something?

Mr. CURTIS. Oh, no. I don't think that is true.

Senator PASTORE. In other words, channel 2 in Boston would get a lot more than channel 36 in Rhode Island?

Mr. CURTIS. Yes.

Senator PASTORE. Do you think that is good?

Senator BAKER. I caution you to be careful in your answer.

Mr. CURTIS. Well, I'll be in politics and say no, if you haven't got the population served.

May I turn now to the area of the CPB board's activity that seems to have drawn great public attention over the past several months, and, unfortunately, great public misunderstanding.

I speak, of course, of our board's reexamination of its relationship to the other Washington-based entities in the public broadcosting community and, particularly, to PBS, the Public Broadcasting Service. Although that reexamination has come to the fore in public attention recently, it was actually begun by the board in the spring of 1972, months before I became a member of the board.

According to the articles of incorporation, the Public Broadcasting Service is a nonprofit corporation of the District of Columbia, established solely to effect and operate one or more interconnection systems for the distribution of television programs to noncommercial television stations and networks.

It is also to undertake other activities directly associated with the operation of the interconnection— duplication, storage, and distribution of television programs as specified in its articles.

Practically all moneys of CPB are public moneys and practically all moneys PBS receives are from CPB. PBS was created with the cooperation of CPB. The PBS board is controlled by employees and officers of the stations.

Senator **Baker**. As distinguished from what?

Mr. **Curtis**. Representatives of station boards. The managers, of course, closely associated in point of view with their boards of directors. In fact, any good board of directors is going to go along with his professional manager 95 percent of the time. If they don't, they will get a new manager.

Senator **Baker**. You're not suggesting that you deal out the management level?

Mr. **Curtis**. Oh, no, they wouldn't be dealt out. Mr. Loomis, for example, is in effect the manager.

Well, now, surely he has great influence in whatever this Board thinks. We rely on him heavily. And if the time came when we didn't, we would probably look around for someone else. And this is true of the local stations.

I am trying to underscore that we are not trying to set one against the other. Quite the contrary, we are talking about a system, and you can't rule out your boards.

Senator **Baker**. Have they been ruled out heretofore?

Mr. **Curtis**. Yes, they have.

Senator **Baker**. So, in effect, you are saying, you want to involve the Board members but not exclude the management?

Mr. **Curtis**. By no means. Golly, I'm a great defender and promoter of staff, believe me.

Senator **Pastore**. Can you document that? Are you saying that a man who has been hired to manage his station is overruling his boss?

Mr. **Curtis**. I am saying that's the way the charter is written for PBS. This is one of the first things I saw, and it's not a very basic and strong way to be organized. I think, getting that corrected, is the thing that is moving us all in the same direction.

Senator **Baker**. Mr. Curtis, I won't belabor this longer, except to ask, even with this new concept of the involvement of the boards of the several stations, as well as management, where is the ultimate authority for the disposition of Federal funds in the public broadcast system? Where is the statutory authority? Where is the actual authority? Where is the final decisionmaking machinery?

Mr. **Curtis**. Well, we have the ultimate.

Senator **Baker**. This board right here?

Mr. **Curtis**. Yes, that is right. But I would like to point out that we are responsible for a system that will work. But that system in my judgment ought to be one that heavily involves the local stations with this emphasis. If that system isn't working that way, then we have the responsibility of saying, look, it isn't working, let's get a system that will.

And this is really no more than what we've said. We've asked the local stations to sit down with us and figure out a system that we all think will work and which meets their approval. We're almost there, Senator. We're almost there.

Senator PASTORE. Mr. Curtis, nothing is more understandable and dramatic than an example. Give us an example of how Firing Line would get on? How would that happen?

Mr. CURTIS. Let me say how it did get on, which I'm not sure of.

Senator PASTORE. Does anybody know how it all happened? We would like to get the procedure.

Mr. CURTIS. Senator, I don't like to get into the past. One of the first things we did when I was chairman was to ask the staff of PBS and CPB to sit down and come up with a common position paper of just how things were done. After 6 weeks, we ended up with to different papers. We tried to dig in to find out how it is done. I tried to find out how the decision was made to broadcast the Republican National Convention, because I was being criticized for it. I still don't know, except that that decision was made here in Washington, D.C., and as near as I can figure, the local stations had precious little say on it.

Senator PASTORE. All right. Let's assume that I'm interested in putting on a program on public broadcasting. Now, what do I do?

Mr. CURTIS. That is what I cannot answer you.

Senator PASTORE. Does Mr. Loomis know?

Mr. CURTIS. No. I don't think he knows yet. Because this is what we're trying to establish, so that you will know what PBS does, what CPB does, what other people do.

Look, John Macy said this thing was chaos, and I said, well, I don't think it's that bad, but it's sure difficult to understand. I have had people come to me, how do we get a program on. And I said, I'm trying to find out.

Senator PASTORE. Shouldn't we resolve that immediately?

Mr. CURTIS. That is what we are doing.

Senator PASTORE. How long have you beeen working at it? I'm not being critical. I'm curious now.

Mr. CURTIS. Good, I am too. I have been working at it since I have been on the Board, and each time it's one frustration after another. All I can say is that we are almost together. We have a meeting in April, and I think that the last hangup regarding scheduling, will be resolved.

Senator PASTORE. Well, it was my understanding that NPACT was created for the purpose of receiving the money for production. And on public affairs programs. And that's where the Vanocur business and everything else came into the picture.

Mr. CURTIS. Yes, that's right, apparently, but how this was set up, is another question.

Senator PASTORE. How would you do it now?

Mr. CURTIS. Senator, let's take a specific. We are being broadcast right now.

Senator PASTORE. Yes.

Mr. CURTIS. And I don't know how that decision was made other than the fact that I found out an appeal had been made that the local stations be asked whether they want to see this particular hearing. Was this customary to broadcast a Senate hearing? If it had been, fine, but apparently it wasn't.

Senator Pastore. Now, Tom, you know why they are here.

Mr. Curtis. Yes, but who made the decision, Senator? How was this decision made under our present decisionmaking system? Was it one where the local stations were involved? Or was it a decision made in Washington? I think it was a decision made here. I'm hoping that we will have for you, within a few weeks, the kind of system that you will feel is one that will involve everyone.

But above all, I do insist that whatever the new system is, it be open to the public so that people will know how to do business with public broadcasting.

Senator Baker. Just a minute. I think that's an admirable ambition, but I hope you aren't telling me, Mr. Chairman, that you're going to run the network by some sort of Gallup poll.

Mr. Curtis. I hope not, either.

Senator Baker. Now, are you prepared to tell me that this board has and will maintain the authority and the responsibility for deciding how the interconnect is utilized and deciding, in the final analysis, how the Federal funds are spent?

Mr. Curtis. Let me illustrate with Black Journal again, and I hope this is what we do. You must keep in mind we're not specialists. I think we ought to have a board of consultants on black programing, drama, public affairs, et cetera, somewhere in this decisionmaking system so that we will have this kind if input.

Our responsibility is for a system that will work. We aren't actually involved in this kind of decisionmaking. Our job is to be sure that it works. That best expresses, at least what I think, our function is.

Senator Baker. Are you telling me that you are delegating to a nongovernmental agency the authority to make decisions on the spending of Federal funds for which you have responsibility?

Mr. Curtis. No, sir. Could I illustrate? In St. Louis, for 3 years now, every year, they have an open house where their constituency, the PTA's, the black groups, the old groups, come in, criticize the programing that has gone on the year before, and recommend new programing. This session goes on all day, and this kind of collecting the judgment of the community, to me, is very effective. It is an integral part of their decisionmaking system.

Senator Baker. Let me just say I don't want to be misunderstood in this respect. I want to make it clear for this record that I favor the involvement of diverse groups and I favor the involvement of the trustees of local stations and the directors, as well as management.

I favor a maximum opportunity for maximum diversity. I favor you setting up whatever machinery you can to sense out how this programing design should be made. But I do not favor your delegating to someone else the authority that the statute mandates on you to decide how these funds are going to be spent and how the interconnect is going to be operated.

Mr. Curtis. The ultimate decision will come to us in this way.

Senator Pastore. Matter of fact, when Mr. Whitehead made his speech he suggested, and if I am wrong on this he will correct me when he comes here, I think he suggested that all he wanted the Corporation to be was a broker. I mean, that you would funnel out the money to the local stations period, and you would have nothing to do with production.

I think that is what he said. I think he said that.

Mr. Curtis. We couldn't fulfill our function like that.

Senator Pastore. I am just making a rejoinder. I don't disagree with Mr. Baker entirely. But I am afraid that we are a little confused here as to what the jurisdiction is of the Corporation, just what you do with the money.

Now, you said that if you got the $55 million you would see to it that they would get $19 million. Now, that is without strings, isn't it?

Mr. Curtis. Yes.

Senator Pastore. They could do with that whatever they want. So once you give it to them under the formula, you can't follow that money?

Mr. Curtis. Exactly. That is the point. We are responsible for having done that.

Senator Pastore. You are responsible for the formula; that is about all.

Mr. Curtis. That is what I am saying. We are responsible for a decisionmaking system. If one doesn't work, we are responsible for putting another in that we think might work. And I think this is being responsible. That is my answer.

Senator Pastore. Well, I think the Corporation should have some control. I quite agree with that.

Senator Baker. All you have to do to put my mind at rest is to say one thing, and that is that you recognize and you understand your statutory responsibility as the agency for the handling of Federal funds, and that you are going to do that to the best of your ability.

Mr. Curtis. The buck stops here. You are darn right it does. And we will not avoid it.

Senator Pastore. You told me you haven't resolved how a program gets on. Now, "Sesame Street," thank God, is back on. So is "Mr. Rogers' Neighborhood," and so is "The Advocates." How did that come about?

Mr. Curtis. Through whatever decisionmaking process we have had.

Senator Pastore. Goodness gracious, you did it. Tell us how you did it.

Mr. Curtis. I am telling you. We followed the recommendations that came up through PBS, however that came along, which in turn came through our group.

Senator Pastore. And you endorsed it.

Mr. Curtis. We endorsed a whole group of these.

Senator Pastore. Who pays the bill?

Mr. Curtis. We pay the bill.

Senator Pastore. You paid the bill. So PBS made the recommendation to you that these are desirable programs?

Mr. Curtis. That is right. We tried to fit them into the budget as best we could. One of our problems was this decisionmaking went on the assumption of the $65 million budget in the beginning, then we had to cut it back to $45 million, and then to $35 million.

Senator Pastore. Now, you are saying that was a program that was already in existence. But insofar as a new program is concerned, let's assume someone comes along with a very fine program that is comparable to "Sesame Street" or "Mr. Rogers' Neighborhood." Now, you are telling me that you do not have a procedure which enables you to acquire that program.

Mr. CURTIS. Well, let me say this: We have done that to a degree with the Children's Television Workshop on public health. We said, here is some seed money to do that series.

Senator PASTORE. All right. To whom did you say that?

Mr. CURTIS. To the Children's Television Workshop.

Senator PASTORE. They dealt directly with you?

Mr. CURTIS. They dealt directly with us. But they also had other avenues of funding. HEW and the Ford Foundation put money in. They get it from a variety of sources.

I am happy to say that the Children's Television Workshop gets money of its own from its products and so forth. I think this is healthy and good. But how someone else, who has a good program, might get it on, is the area where I think the confusion lies.

How do you put in for something new, or how do you appeal it if somebody shoots you down? This is what I want to have developed and have out in the open.

Senator PASTORE. When will you get the answer to that?

Mr. CURTIS. I am hoping within about 3 weeks.

Senator PASTORE. Will you let us know when you get that?

Mr. CURTIS. Oh, yes. We will shout it from the housetops.

Senator HOLLINGS. Mr. Curtis, you testified that as a result of publications you instituted "Advocates." Do you know what the recommendations were on "Firing Line" from PBS?

Mr. CURTIS. All of the programs that we put on were endorsed through the PBS system.

Senator HOLLINGS. Back to my question. Do you know what the recommendations were from PBS on the program "Firing Line?"

Mr. CURTIS. Yes. They recommended it.

Senator HOLLINGS. Why did you disregard that recommendation?

Mr. CURTIS. Simply because there were others programs recommended, too, and we didn't have enough money for all.

Senator HOLLINGS. So it was an economy move?

Mr. CURTIS. Yes. We had just so much money. If we had cut out some of Senator Pastore's children's programs, we probably would have heard more criticism. Look at "Zoom." They were conducting a tremendous campaign.

Senator PASTORE. Don't put me in there. You are a grandfather, too, aren't you?

Senator HOLLINGS. Mr. Curtis, you stated to the committee that you do not know how Public Broadcasting schedules, or puts on a program. Do you know how you take one off? How the Corporation takes one off?

Mr. CURTIS. Well, I don't think we have taken one off. We just didn't fund certain ones.

Senator HOLLINGS. That is how you take them off, then?

Mr. CURTIS. Yes. There is a big difference between that and saying this is not a good program. Let's take, for example, again, Bill Moyer and Buckley. What the corporation said was that we don't have the money, but we hope, somebody in fact will help them find funding, so that they can resume production and be eligible to go down the interconnect. If they do, why, this is great. I want to encourage more people on the outside, wherever they can, to help these shows, because there are a lot of good programs that we aren't putting on.

That is the burden of my testimony and the reason I can argue so forceably behind the Pastore-Magnuson bill. We really can spend this money intelligently and get real results.

Senator PASTORE. You may proceed.

Mr. CURTIS. The CPB board believes that there must be a greater role for the public members of the board.

The current de facto limitation of public and lay participation in the affairs of PBS is unfortunate. We seek broad and open participation of the public in the affairs of Public Broadcasting at all levels. I am delighted to know that you will hear directly from the Reverend Dr. William Fore, chairman of CPB's Advisory Committee of National Organizations later this week. This was an organization established under Mr. Pace's chairmanship, and I think it's a great move forward.

But, Mr. Chairman, there has been some confusion of roles in Public Broadcasting. Mr. John Macy, the president of CPB from its inception and until his resignation in September 1972, recently was quoted in an article by Albin Krebs, appearing in the January 31, 1973 New York Times as follows:

"To make itself a 'heat shield' against political fire that might be generated by controversial programs," Mr. Macy said, "the corporation, with the individual stations, set up the Public Broadcasting Service as a semi-independent agency to create and distribute programs." What resulted, he suggested, "was chaos."

I don't believe I would describe the situation as "chaos," but I think it is quite fair to say that it has been very confusing.

It would be difficult, for instance, for an interested citizen to determine clean lines of delineation of CPB and PBS responsibility. Both groups work in Washington, D.C. and despite a PBS charter that indicated a technical and engineering service-oriented mission, both seemed to be the decision point for key matters, such as programing and scheduling.

The CPB board has been particularly concerned about the absence of clean lines of responsibility between CPB and PBS. In appropriate circumstances, the board might delegate its authority or arrange to exercise its authority by contractual or other arrangements; however, the board has determined not to delegate its responsibilities under the act.

In January, after serious study, thorough scholarship, deliberation and debate on the matter, the CPB board unanimously concluded that it has the responsibility and obligation under statute for setting up the decisionmaking system under which Federal funds are spent by CPB.

Having set up a current system which was not working satisfactorily, the board sought to improve it. If any system fails to work, it is the CPB board which has the responsibility to initiate a new approach.

Mr. Chairman, I believe that you will be interested in the language of the resolution of the CPB board taken this January.

> In order to increase the opportunities for representatives of the stations, other interested parties, and the public to counsel with and inform the CPB Board and management on matters within the Board's decision-making responsibility, the Board has today adopted a policy expanding their access to virtually every stage of CPB decisionmaking.

This is not a policy of exclusion—neither, as it happens, is it novel. My distinguished predecessor, Mr. Pace, instituted a policy of seeking advice which has worked. Just 2 weeks the chairman of National Public Radio and the chairman of the NAEB/National Educational Radio described the ideal of this operating system of consultation better than I could hope to do.

They said,

> The corporation has sought the advice and recommendations of station representatives in such matters through the Radio Advisory Council and the Board of Directors of National Educational Radio. The Board of Directors of National Public Radio has also been involved since its inception. Last year, this process was further facilitated by the creation of the Radio Budget Advisory Group and, late last fall, the formation of the Radio Working Committee of the Long-Range Financing Task Force.
>
> As the chairmen of National Educational Radio and National Public Radio, as well as members of each of the advisory groups listed above, we are pleased to learn that the Corporation plans to continue seeking the advice and recommendations of system representatives during the coming year by combining the properties of both the Budget Advisory Group and the Radio Advisory Council in a new 10-member RAC. We believe continuation of our past relationships in this manner is especially important in a year when federal funding levels are likely to be limited and uncertain.

The Advisory Committee of National Organizations, which the Rev. Dr. Fore will discuss with you on Friday, is currently made up of 35 organizations, reflecting such diverse interests and points of view as the AFL–CIO. American Bar Association, General Federation of Women's Clubs, National Education Association, National Grange, National Urban League, and the Southern Baptist Convention.

Just last week the committee called for continuation of this excellent policy of partnership in a series of resolutions. They suggest in part that . . . "a national simultaneous interconnected broadcast service managed by CPB is essential to the continued progress of public broadcasting." Further, "there should be a single appropriation for both CPB and station support." And that "the administrative responsibility for expenditure of Federal funds appropriated to CPB should be vested in CPB." However, the committee adds a most important condition:

> Responsibility for decisions pertaining to the granting of CPB funds for the production and distribution of programs . . . should remain with the Corporation through a proposal/review/approval procedure which is responsive to advice and recommendations from station representatives and the public which reflects a partnership of decision-making and responsibility. Input to decision-making at the CPB level must include public groups, such as the Advisory Committee. as well as representatives of public broadcasting.

Senator PASTORE. What do you think of that?

Mr. CURTIS. To those, Mr. Chairman, may I add a hearty amen, because I think this is what we are talking about.

Senator PASTORE. What do you think of the argument of cultivating a fourth network?

Mr. **Curtis**. They don't say that.

Senator **Pastore**. "A national simultaneous interconnected broadcast service managed by CPB is essential to the continued progress of public broadcasting."

What does that mean?

Mr. **Curtis**. You are making a very important point. There are certain things you can do by pooling funds which the local station can't do with regard to excellent programing. So in my judgment there is an important function to be performed.

Senator **Pastore**. That was your suggestion. Was that your idea when you came before our committee when this legislation was being formulated? I am addressing Dr. Killian.

Wasn't that your idea when you came before our committee?

Mr. **Killian**. We strongly supported and recommended that there not be a network in operation, that there be enough programs going on the interconnection that the local stations would have great freedom and opportunity to select programs and broadcast them when they choose.

I still feel very strongly that this is fundamental if the bedrock of localism is going to be accomplished.

Senator **Pastore**. I see. And so far as interconnection is concerned, you would remove that from the Corporation?

Mr. **Killian**. Remove it from the Corporation?

Senator **Pastore**. Yes.

Mr. **Killian**. I think there is an opportunity here to find a kind of partnership arrangement in which the representatives of the licensees have an active participation in the decisionmaking process with respect to the interconnection.

Senator **Pastore**. And how would you bring it about?

Mr. **Killian**. I think the chairman ought to describe what is under discussion at the present time.

Senator **Pastore**. That hasn't been resolved as yet?

Mr. **Killian**. No. There are several aspects of it that haven't been, but in general it looks as though we are moving toward a resolution of one of the most difficult problems that we have faced from the very beginning.

Senator **Pastore**. Your conversations are with whom, Doctor?

Mr. **Killian**. With Mr. Ralph Rogers and the members of the group that he has put together.

May I make a comment on this, too, since it came up earlier?

The Carnegie Commission in its report made a statement that it was concerned about the fact that many stations had inadequate boards of trustees. This included not only the community stations, but it also included those stations operated by universities where frequently the management or administration of a local station was way down on the hierarchy of responsibility.

This is not true always. But there were too many of them. We felt that one of the great needs of public broadcasting was to find a way in which the communities could be represented, and the boards of trustees could be responsive to the community, expressing the community's desires and needs.

Let me state it another way. I think our hospitals, our private hospitals in this country, our private universities, and our public universities, would be in dire trouble if they did not have strong boards of trustees or regents and so on working with them. I think one of the most important factors influencing the evolving of public television and radio programing in this country is the fact that the boards now have begun to take responsibility.

Now, this is one of the most heartening and promising things that has come along the road.

Senator PASTORE. Would you say then that you have drifted from the original intent of the act?

Mr. KILLIAN. No, we have not.

Senator PASTORE. You have not. You are saying you've done the best you could under the circumstances?

Mr. KILLIAN. Right.

Senator PASTORE. And you think there ought to be more pressure brought in the various communities to get these righ-rated and high-standing advisory committees of trustees together?

Mr. KILLIAN. Right. And I think this has begun to happen. Though it has taken some time for it to start.

Senator PASTORE. In my State, I think channel 36, it goes to the board of regents.

Mr. CURTIS. Probably, yes.

Mr. KILLIAN. We have had a number of very strong boards of trustees, right from the beginning, but we haven't had enough. These boards are coming together now and taking responsibility. These boards of trustees, being public citizens, representing the community and the public, can be a powerful influence on localism, the best kind of localism, where they speak for their communities and not for some purely professional group.

Now, this is not a criticism of the manager.

Senator PASTORE. A professional group might look at ratings rather than quality; that is, serving minority groups, and small segments of society.

Mr. CURTIS. Yes.

Senator PASTORE. That makes a lot of sense.

Mr. CURTIS. Incidentally, Senator, I have appointed from the members of the Board a three-man committee, an ad hoc committee, of Dr. Killian, Mr. Moore, and Mr. Valenti, who have been conducting most of the negotiations.

And I want to pay tribute to that committee here and the hard work they have done.

May I proceed?

Senator PASTORE. Yes.

Mr. CURTIS. Mr. Chairman, this Board will reject out of hand improper political influence, either at the executive level or the congressional level.

Proper political concern properly expressed is desired. I regard these public hearings as an expression of that concern on the part of the Congress.

I have urged and urge again that this committee and its counterpart in the House hold public hearings each year on the annual report which the CPB Board is required to make to the President and to the Congress.

These hearings might take the form of the annual hearings held by the Joint Economic Committee on the annual Economic Report of the President and his Council of Economic Advisers.

A hearing on a report as opposed to one on an authorization bill or an appropriation bill has the advantage of permitting a more philosophical inquiry into the subject matter.

Such a public forum would be available to everyone in the society who is concerned about the subject matter and would provide them with an opportunity to appear and express themselves.

The Board does not wish and will not permit the public broadcasting system to serve as a propaganda arm of the Government collectively or any governmental agency or agencies. We do seek to establish a system which will enable us to achieve objectivity and balance in programs of controversy.

I recognize that there are those who think that attainment of this goal is impossible and that, therefore, it should be abandoned. Some suggest that we should not have programs which are controversial, others that we should give up trying to be objective and balanced.

I disagree with both points of view, and we shall continue to try to develop a system which will achieve this end—objectivity and balance without running from controversy.

I cherish controversy.

Concurrent with the board's most recent actions which seek a more open decision system, a coordinating committee of lay board chairman of the local stations came into being.

The group was formed at the initiative of Ralph Rogers, the hardworking board chairman of KERA-TV, Dallas, Tex., who, I understand, will be testifying before you tomorrow.

I will leave the history of the coordinating committee to Mr. Rogers, but I must say frankly that the development of the coordinating committee is considered to be of the greatest importance to the CPB board.

This committee, composed as it is of the public-spirited laymen who are to the local stations what the CPB board is to CPB management—the policysetting stewards of a public trust—is a most important innovation in public broadcasting.

Throughout almost 2 full months of meetings and negotiations Mr. Rogers and his chairmen's group have worked with us in a positive spirit of cooperation with the common aim of forming a partnership in the interest of all of public broadcasting.

At this moment, Mr. Chairman, it seems that the CPB board and the chairman's coordinating committee are very close to a fundamental set of agreements which will achieve this longed-for partnership.

This partnership has every promise of realizing a new and very important stage in the development of public broadcasting. It offers a new challenge to excellence.

The dimensions of that challenge are great, but true partnerships are among the most difficult forms of human relationships to establish. Once established, they can be fragile.

It is the spirit of the partnership—and of the partners—that makes the difference.

I will add this pledge, however: any partnership which is formed will be forged squarely within the letter and spirit of the Public Broadcasting Act.

Mr. Chairman, before I close, I should address myself to the most basic element of agreement in the public broadcasting community.

It is the fondest hope of all of us that a system of financing may be established which assures an adequate level of funding on a continuing basis.

The long-range financing task force, made up of representatives of the entire public broadcasting community, is still at work on its plan for such insulated Federal support.

The task force chairman, my colleague on the CPB board, is Mr. Joseph Hughes, of Pittsburgh. Mr. Hughes has been on the CPB board since its inception. I am sure he would be pleased to answer any questions you might have.

At this point let me pay tribute to the great, unselfish work Mr. Hughes has been doing in this area.

Those of us who believe in public broadcasting fully support S. 1090. We urge its passage. But we know that it can only be a milestone along the road to public broadcasting's real future.

In the words of the Carnegie Commission report, "the goal we seek is an instrument for the free communication of ideas in a free society." We believe the American public shares that goal. All of us on the CPB board have pledged ourselves to its attainment.

Senator PASTORE. Thank you very much.

Any questions?

Now, Mr. Loomis, I think you are next.

Would you like to address us?

Mr. CURTIS. Yes. Mr. Loomis has a prepared statement.

Mr. LOOMIS. If you wish, sir, I will just put that in the record.

Senator PASTORE. How long is your statement?

Mr. LOOMIS. It is 14 pages with two enclosures, sir.

Senator PASTORE. Well, it is an important subject. We ought to listen to it. Go ahead and read it.

Mr. LOOMIS. Mr. Chairman and members of the subcommittee, this is my first appearance before you, and I am grateful for the opportunity to discuss some of the specifics of the corporation's goals in public service for the coming years. All of you have had a very close and important relationship to the development of public broadcasting and to the creation and growth of CPB over the years. In addition, you have become accustomed to the remarkable record, and the eloquence, of my distinguished predecessor, CPB's first president, John Macy.

However, I want to share with you my own personal conviction that public broadcasting holds a unique and almost limitless potential for service to the American people. In the months since the CPB board elected me president of the corporation, I have had an opportunity to visit local public radio and television stations, to see firsthand the talent, diversity, skill, and devotion of the men and women who work there, to learn, by hundreds of personal conversations and thousands of letters of the impact of public broadcasting on the men, women, and especially the children of the United States.

TWO-YEAR AUTHORIZATION

I unequivocally endorse the Pastore-Magnuson bill, S. 1090. Chairman Curtis has already noted the unanimity of our board in its endorsement of the 2-year extension of CPB's authorization at the $60 million and $80 million levels. My own brief experience as CPB's chief executive officer has demonstrated most effectively to me the great advantage of a 2-year authorization. The creation and distribution of an original program series requires at least 18 to 24 months.

The production of programs for presentation by local public broadcasting stations is, and should be, a careful, time-consuming process. It takes time to consult with 147 television licensees and 138 qualified radio stations on their program needs, to analyze and react to their recommendations and their proposals, to decide upon production centers, to negotiate for rights, to produce a pilot, to produce the final series, schedule and present them for use by the stations.

Compressing their entire cycle into a single year means compromising on the quality of the final product. Series like BBC's "Henry VIII" and "Civilisation" cannot be planned and produced in 1 year. It took almost 3 years of research, planning, and development before the first "Sesame Street" series could be aired.

Since its establishment, the Corporation for Public Broadcasting has consistently encouraged the production, acquisition, and distribution of television programs made in the United States by American artists and technicians.

The corporation fully intends to continue to emphasize its support for television programs produced in the United States. Virtually the entire 1974 program production budget of $13 million has been assigned to programs produced in America. Moreover, special projects such as the "Theatre in America" drama series to which CPB has recently assigned $1 million will provide important benefits to artists and craftsmen who are normally associated with America's regional theaters.

Senator PASTORE. Now if you will pause for just a moment. Miss Anderson and some members of the Corporation came here at the confirmation hearing. You will recall that I said at that time that I couldn't understand why they would resist a 2-year authorization.

As a matter of fact, the appropriation would be made on a yearly basis. No one suggested that be for 2 years. Yet we get this continuous resistance, and I would hope that the powers to be in the administration would listen very carefully to this. I mean, as you brought out, Mr. Loomis, and you don't have to a technician, you don't have to be an expert to understand that when you come down to a program, by the time that you talk about it and you decide what to do, and you finally put it on the screen, 1 year under the procedures of Congress is not a sufficient time. Usually you never get around to these things much before the fiscal year is over anyway.

For the life of me, I can't see where this resistance comes from. Now that the majority of the board is constituted by Republican appointees, I would hope they would reconsider this. Because to me, I quite agree with you, Tom, I don't think there is a man out there that puts his politics before serving the public. I don't care who he is. They wouldn't be the kind of people they are if that is the way they felt. That is the reason why they were chosen.

I made that statement at that time. Now that they have the majority, I would hope they would do the right thing and the sensible thing, because you just can't go along and develop programs of quality unless you have the leadtime. And that means a 2-year authorization at a minimum.

Mr. LOOMIS. Senator, I might add, not only do we need the time frame, but we need the order of magnitude regarding financing. One of the most difficult things is to plan for *x* money and then get one-half *x*. Whatever the amount may be, it is the uncertainty that is most frustrating.

Senator PASTORE. I don't think you are going to have much trouble with Congress on that score. After all, what did we suggest $165 million for 2 years? There was always a reluctance on the part of the House to go along with a generous authorization and this last time they did it. And I was happy when they had done it. And, lo and behold, it was vetoed, the first time we were able to accomplish it, $165 million for 2 years. When you realize it is only a quarter of what the industry itself spent, it is not too much money for the American people to put up for the education of their children; for putting out programs that ordinarily cannot be on commercial television and commercial radio.

Dr. KILLIAN. Mr. Chairman, may I make a comment?

Senator PASTORE. Will you put the microphone close to you, Dr. Killian.

Dr. KILLIAN. I think the prime enemies of localism, are the 1-year appropriation and inadequate funds.

Senator PASTORE. Well, I would hope we would get around it. Now, if they don't want it, I think somebody ought to say it. But if you are going to have this, it is going to take some money. Broadcasting is not a cheap industry to run. When you are talking in a framework of $165 million for a period of 2 years, you are not talking about a great deal of money. When you realize that the television industry earns an income of over $3 billion a year, that is pretty big money. And that is the reason why you have to depend on foundations and you have to depend on corporations, and in the long run, that is not a desirable thing, not a desirable thing. But for the time being it is an expedient that you have to accept; otherwise, you will die on the vine.

You may proceed.

Dr. KILLIAN. I have just been in Japan, Mr. Chairman, again meeting with people in NHK, and they have something like $400 million a year to run that noncommercial television system.

Mr. LOOMIS. Now, Mr. Chairman, the Corporation's direct funding support for acquisition and coproduction of programs from foreign sources has represented only a small fraction of CPB program budgets throughout the years. However, the Corporation will remain alert to special opportunities for acquiring and distributing excellent programs from foreign sources. This we regard as part of our responsibility to a national audience.

Public television has enriched and educated its public by drawing on the world experience. We believe that in our contemporary society a television schedule which promotes diversity and excellence cannot preclude foreign program production. While such programing will never form the core of public television, it will continue to be acquired when it significantly increases the diversity and excellence we seek.

If CPB is to continue its quest for excellence in program offerings to the stations, it must have a more stable authorization and appropriations base—one that will permit the Corporation's management to devote full-time to meeting the objectives set out in the Public Broadcasting Act. If there were some practical way in sight to avoid the annual appropriations process in the very near future, we would be urging it upon you. Instead, we ask that you restore at least the bare essential of responsible, efficient planning and operation with a 2-year authorization.

USES OF ADDITIONAL FUND AUTHORIZED BY S. 1090—GRANTS TO STATIONS

In planning for fiscal years 1974 and 1975, we have placed our highest priority on increasing our direct support of local stations through community service grants and thus facilitated station independence. In past years, due to limited funding, a very large slice of CPB appropriations has gone to develop national program and distribution services that conform to the Public Broadcasting Act's objectives of improving the quality and diversity of program choices available to the American people.

While there is more to be done in the areas of national program distribution and services, station representatives and the CPB Board believe that these services are well enough underway that CPB can greatly increase both the number of dollars payable for direct support of local stations and the relative proportion of community service grants to the Corporation's total expenditures.

Under S. 1090, Federal support for CPB would increase from $35 million in fiscal year 1973 to $60 million in fiscal year 1974 and $80 million in fiscal year 1975. If S. 1090 is passed without substantial amendments, we plan to increase community service funds for local public television and radio stations to nearly three times the present level the first year.

In 1973, approximately $6.6 million is going to local stations in the form of community service grants. Under S. 1090, CPB proposes to make community service grants to stations totaling $19 million in fiscal year 1974 and $31.7 million in fiscal year 1975.

The dollar increase for these community service grants in fiscal 1974 would be $12.4 million. We plan full consultation with station representatives, from both radio and television, and other public groups, in determining the specific application of these funds to provide the greatest benefit to the public served.

I might add at this point, Mr. Chairman, we haven't had a chance to discuss how we would divide this money. We would certainly expect to complete that consultation before the money was actually appropriated.

Senator **Pastore**. Well, you better wait until it is appropriated.

Mr. **Loomis**. No, sir. We would start the consultation before that, and I hope we will have completed the consultation and be set to go.

Senator **Pastore**. You might have a disappointment.

Senator Cook. Well, while you are on that subject, and because these figures are very impressive, it just seems to me that if you are going to promote localism, you are only going to promote it if you have sufficient funds to do it, and you are only going to have that degree of localism that you can establish if you have more than the 1 year of appropriation. Now, you find yourselves in the throes of being turned back every time we try to give you adequate funds, and yet for those who preach localism, we then hear if you continue on the path that you are on, we may have some kind of a domestic voice of America.

Now, you can't win both of these fights. Somebody has got to lose somewhere along the line.

Doctor, if we really believe that localism is the solution, then adequate appropriation over a substantial period of time has got to be the answer, and if you don't have adequate appropriation, then the interconnecting system is the only way you can make a logical feed of programing to facilities throughout the country. Isn't that correct?

Mr. Killian. Yes, sir.

Senator Cook. So we find ourselves looking at each other saying, well, are you really arguing for the dissolution of this entire corporation, or do you really want to keep it in existence, and do you really want to see it operating?

Thank you.

Go ahead and proceed.

FACILITIES

Mr. Loomis. Mr. Chairman, during my visits to stations I learned of their tremendous needs for equipment. A considerable number of these stations do not have sufficient color video tape equipment to record and play back on a delayed basis program fed them by the interconnection. They are locked into the fixed schedule network distribution in part due to the lack of money in the facilities program.

The chronic annual shortage of funds for facilities has caused about one-half of the stations to have inadequate color video tape capability required for operation of an independent local schedule. We estimate that $17 million would give the system this bare minimum capability. In addition, modern portable cameras and tape recording equipment, required for increased effectiveness in local coverage, are in very short supply.

I might add at this point, Mr. Chairman, we have done the best study that we can of the equipment now available to the stations. It is not a completely accurate figure, but we think it is in the ball park. Most people feel that you need a minimum of four color tape recorders to be able to record and produce programs at the same time, which most stations have to do.

Only 25 percent of the stations have four tape recorders at the present moment. Only 36 percent have three or more—and three is certainly the bare minimum required to give you the independence and flexibility of running your own schedule.

Senator Pastore. Now, if I may interrupt on another subject, Mr. Loomis.

If we have to come back this afternoon, since you are local, you can come back. But I think myself, it might be a burden on the others, because they have made plans to leave this afternoon.

So may I ask you to pause at this moment and let me ask the members of the corporation at this point if they have anything that they would like to add on their own.

Mr. Benjamin. Mr. Chairman, I would like to add, even though it is redundant——

Senator Pastore. I think everybody in this room is interested in what you have to say.

Mr. Benjamin. At the risk of redundancy, I would like to add that the differences between us and the local and the national systems are so inconsequential in relation to the potential of the system itself, that we get bogged down in a debate as to who should have the final say when real collaboration and cooperation between the two segments can viably work.

We would rather get the appropriations in adequate supply so that we can do the job. The answer I would give as to why Buckley's program wasn't on, because I voted for it, was that there seemed to be a higher priority with the sums of money available for other programs. It isn't that anybody said we don't want Buckley.

Senator Pastore. Well, it is unfortunate that the representative from the White House took the occasion to criticize it on political grounds. Had he said, this is all we can afford, and let them set the priorities, we wouldn't have had the misunderstanding, and the confusion.

Mr. Benjamin. The telecast is an outrage. As a citizen, I say that, not as an official of this body. I thought he gave a wrong slant to the entire posture of the Corporation. And I don't think such statements influence the Board. What influences the Board is this priority question. When you have $13 million, $6 million of which goes to children's programing that nobody wants to dilute, how much do you have to spend for other programs?

And then I tackle the question of whether or not the health program under CTW, the Children's Television Workshop, which is our best production organization, is a program that could be deferred, or would be lost if we didn't reserve the million dollars this year. I was assured, and I was convinced, that it couldn't be preserved. If the pilot was good, it had to go. So we didn't have that money available for the so-called public affairs program which everybody suggests have been denied access. They haven't been. They have been deferred because there hasn't been enough money to accept it.

So I want to add some additional strength, that it isn't the quality of the program by itself that determines whether it will be funded. We make that decision on the basis of relativity, priority, and the apportionment of funds.

Thank you very much for the opportunity.

Senator Pastore. You have rendered a great contribution, I think, to these hearings.

Anyone else?

Mr. Hughes?

Mr. Hughes. Mr. Chairman. I want to echo what Mr. Benjamin has just said. The accomplishments of public broadcasting are many, and the differences which exist are small.

Certainly we as reasonable and informed men and women in this field can work out whatever differences exist regarding the operation of the interconnection. We have made great progress since the Public Broadcasting Act was enacted. Educational television, even prior to that time, made great progress. This is an industry which can only go forward.

We may slip and slide, as we have in the last 2 years, but in the long run, public broadcasting can only succeed, because the one word which has not been mentioned here this morning is at stake. It is the public. And the public is the real party in interest in public broadcasting. They are entitled to the best production, the best entertainment, the best education, and above all, the best programing possible to produce. The great limitation in the last 2 years has been financing. With this bill which your committee is now proposing, we will regain momentum and move ahead.

Senator Pastore. Let me ask you a question, Mr. Hughes, and this is directed to all the members of the Corporation.

Is it the intention of the Corporation, if it is properly funded, to do away, as a matter of principle, with public affairs?

Mr. Hughes. I would not. Public affairs is mandated into the law.

Dr. Killian. Mr. Chairman, I would not support for a moment our doing away with public affairs. I express a personal view.

Mr. Curtis. Mr. Chairman, there is a Board vote on record saying that it is in favor of public affairs.

Senator Pastore. Well, that was the intention of Congress, and we wrote it very explicitly in the report.

Now, is there anyone else who would care to say anything else?

Dr. Killian. Mr. Chairman, perhaps I have said too much.

Senator Pastore. You never do, Dr. Killian.

Dr. Killian. I would like to make a concluding remark. I have a feeling that we have made real progress, and we have no reason to be discouraged. I think the problem now is for us to bring all elements together, to stop the rhetoric, to stop trying to find out who is wrong and who is right, and get down to the job of making this a system worthy of the American people.

I feel that we have been through a period of dissent and difficulty in this country that can be helped henceforth by what public television can contribute. We have every reason to work hard in behalf of public broadcasting to pull all hands together and to contribute to the spiritual and intellectual welfare of our people.

Senator Pastore. I think it is fundamental, doctor. After all, unless you have the licensee on your side, and you are on their side, you have nothing. You have nothing but a squawk, and you try to avoid that.

Anyone else?

There being no one else, anyone who cares to come back at 2:30 may.

Senator Cook. Mr. Chairman, there is one question I would like to ask all members of the Board. And that is, can you have viable, acceptable, ongoing localism on a year-to-year fluctuating appropriation?

Mr. Curtis. It is very difficult.

Mr. Benjamin. Almost impossible.

Senator Cook. Then that is what we are really talking about. You can't have localism on that basis unless you ask for appropriations on a longer period of time than 1 year. I think you as a Board have taken the position that localism is something you really wish to strive for. Certainly you, as the president, want to increase that from 7.5 to 31.17 million. So we are saying that this is almost an impossibility unless we go to more than 1 year of appropriation.

Thank you, Mr. Chairman.

Senator Pastore. All right.

We will hear Mr. Loomis right through the rest of his statement. But anyone else who desires to leave for any personal reason and not come back, you are welcome to do so, and I take this occasion to thank you for coming.

PROGRAMS

Mr. Loomis. On the production side, last fall CPB earmarked $400,000 in grants for the production of public affairs programs for national distribution, to be executed by stations which do not normally provide such programs for national use.

These grants were made to 22 stations for the production of individual half-hour programs and to one station to "package" the series.

We have been highly impressed with the quality of this series and believe this is largely due to the increased opportunity local stations have had to build their production capability since the creation of the corporation. We will do more in this area next year if S. 1090 is enacted.

I might add to this that when we undertook this project, there were many skeptics who felt that the local stations could not produce programs of sufficient quality to merit national distribution. I am happy to say that we were very gratified with the quality of the programs that have been produced and are being aired now.

Senator Pastore. Mr. Loomis, I have just been told that because of the television lights, it is getting terribly hot.

So we will recess until 2:30.

AFTERNOON SESSION

I am very sorry for the delay, but we did have a vote. We may have several votes this afternoon. I am not too sure. We will go right along as best we can.

All right, Mr. Loomis.

ACTIVITIES IN MINORITY AFFAIRS

Mr. Loomis. Mr. Chairman, this year the Corporation began two new activities designed to increase minority participation in public broadcasting.

The first activity is that of determining which of the minority colleges across the Nation are considering establishing public broadcasting facilities and to alert them to the various types of assistance available.

The second activity is an experimental minority hiring project designed to provide an incentive to stations to hire minority people in more substantive and responsible positions. Under this project, stations may bring in new people or sharply upgrade persons on their own staffs. The CPB will pay up to one-half of the employee's salary and benefits for a 2-year period with the station providing the balance of the funds.

The first round of this experiment commenced March 1 of this fiscal year and 16 grants were made. One grant was awarded to fill the position of manager of an FM radio station. We plan succeeding rounds of this activity as soon as our appropriation level is determined.

I might add, Mr. Chairman, we had originally scheduled only 10 grants, but we were so impressed with the quality of the requests that the committee, under the chairmanship of Dr. Anderson, of our Board, recommended the 16 rather than the 10.

THE PROMISE OF PUBLIC RADIO

Under S. 1090, we plan a significant increase in CPB support of public radio activities, both in terms of grants to local radio stations and in terms of national program services. If S. 1090 becomes law without substantial change, we plan to increase community service grants to radio stations from $1.6 million in fiscal 1973 to $5.5 million in 1974 and $8.6 million in 1975. Because the Corporation believes that public radio's potential for service to the American people has too long been overlooked, we are prepared to assist national public radio by increasing our support of its existing services to the growing number of qualified radio stations by approximately $626,000 in fiscal 1974 and $1,634,000 in fiscal 1975.

In the discussions about the Corporation for Public Broadcasting, much has been said about its contribution to the healthy growth of public television. And certainly this contribution has been immense and a benefit to all Americans. Yet CPB assistance has had an even more impressive impact upon the growth and development of public radio, a medium with fully as great a potential for rendering service to the American people as public television.

Although public radio's history dates back more than 50 years, the level of local development varies widely throughout the country. When the Corporation first studied the status of public radio in 1969, we found only about 25 stations providing full public radio services to their communities. We found less than half of the American people could receive the signal of a station meeting minimum service-level requirements. In short, a nationwide system of public radio stations was far closer to a dream than a reality.

The Corporation in cooperation with existing licensees established standards, priorities, and objectives to assist the growth and development process. CPB set up funding programs according to the established guidelines. At the same time, most of the critical issues dealing with structure and administration of the public radio system were considered and resolved to the satisfaction of all interested parties.

The Corporation is proud that its support has served as an essential catalyst in the public radio development process. The results have been significant. In 3 short years, public radio services to the Nation have nearly tripled. Full service stations have increased from 25 to over 75 and the number of stations meeting minimum standards has doubled—from 73 in 1970 to 145 in fiscal 1973.

National Public Radio, the production and interconnection agency that CPB helped create and which it funds, has been the indispensable part of this movement. Among its achievements since its inception in May of 1971 have been the broadcast of almost 250 hours of hearings held by the U.S. Senate and House of Representatives, including this one; "live" broadcasts of more than 115 major addresses from the National Press Club; and numerous special events, such as "live" coverage of the United Nation's debate on the admission of Red China.

In addition, it has provided a broad range of cultural programs, including concerts, recitals, lectures, and radio dramas. Only this week, "All Things Considered," NRP's nightly magazine of the air, was awarded the coveted Peabody Award for excellence in radio broadcasting.

More than mere sentiment for an era long past prompts this redevelopment and resurgence of radio, for the medium has unique capabilities. Being highly mobile, radio provides a sense of immediacy with which even television cannot always compete. Radio has another important asset, especially in times when money is scarce. It can reach more people with public service programs at only a fraction of the cost of television.

Over the past 12 months, public radio licensees and the Corporation have conducted an exhaustive, systemwide analysis of the long-range financial requirements for public radio and have developed a detailed plan to encourage the orderly growth of the public radio system so that it may reach its full service potential.

S. 1090 will permit CPB to lend significant financial assistance to the development of more and better public radio services for the American public.

PUBLIC TELEVISION GROWING IN QUALITY AND IMPACT

The Corporation's plans for support to public television in 1974 and 1975 follow four principal themes: (1) strengthening the ability of the local stations to produce quality local programs; (2) permitting improvements in the quality of the national program service, even in light of rising costs; (3) enhancing program options for the local stations; and (4) maintaining a high quality interconnection service.

I might add at this point, Mr. Chairman, the problem which the Board faces with the very limited funds we now have is to try to make a balance and set priorities between these four goals. The more you do for goal 1, the less you have for goal 3 and so forth. This presents very difficult problems for the Board.

By far our most significant investment will be aimed toward strengthening local stations. If S. 1090 were enacted as introduced, community service grants to public television stations would jump from $5 million in fiscal year 1973 to $13.5 million in 1974 and $23 million in 1975. We expect that between 150 and 170 applicants will share in these grants, using them to build upon the broad spectrum of local program services already established.

In recent years community service grants have been used extensively to support live coverage of school board, city council, and State legislature meetings; to underwrite local public affairs and historical documentaries; and to support programs of interest to the local poor, minorities, and the handicapped, among others.

Senator PASTORE. May I ask you a question at this point, Mr. Loomis?

Have we any figures that might indicate just what kind of an audience we reach?

Mr. LOOMIS. We have two types of figures: one type are the Neilson ratings, which give you some indication of the gross numbers.

These are usually quite late because your programs are done at different times. You have to wait until the whole thing is through. Our most recent figures are for November.

They tend to show very small penetration as compared to commercial programs.

Senator PASTORE. No, I am not making that comparison at all. I merely want to know how many people we service?

Mr. LOOMIS. On the order of 30 to 40 million.

Senator PASTORE. Thirty to forty million people?

Mr. LOOMIS. We do have a few examples of more meaningful research, where we usually, in conjunction with the Ford Foundation, have done some in-depth surveys of a few cities. We have done some, for example, in New York, Dallas-FortWorth, and the District of Columbia.

One of the things that is interesting—let me use the New York figures for simplicity. They show that 67 percent of the preschool children looked at public television. It showed that 42 percent of elementary children looked at public television. It showed that 19 percent of teenagers, 18 percent of male adults, and 24 percent of female adults watched public television.

Now, that is just New York.

We have an example in Jacksonville, Fla., where a very interesting study was done for us—which gives the best breakdown of the different types of audiences. We found, for example, that the average listing in the predominantly white part of the city was 47 percent; but in the black community, it was 42 percent, almost the same number.

They have a very interesting program there entitled "Feedback," which is a live telephone program where they question varying public officials of the city of Jacksonville. They found the penetration of that program was even greater in the black community than in the white, though it was substantial in both.

We plan to put significantly more money into this kind of research which, we feel, is much more meaningful than the gross head count.

Senator PASTORE. The reason for my asking the question was whether or not public broadcasting is developmenting?

Mr. LOOMIS. I think there is no question whatsoever, sir. The figure that I have seen Commissioner Marland use, for example, on "Sesame Street" is that it costs 1 cent per child per day to see "Sesame Street." We all know the impact that has had on so many children.

Incidentally, there was an article in the New York Times today, which you may have seen, showing the impact of "The Electric Company" on the reading ability of children. This indicated that reading ability was improved not only for the more handicapped children, which is what it is designed for; but it also improved the reading ability of the better educated children.

Senator PASTORE. In that connection, I have a letter here from Senator Williams of New Jersey addressed to me with reference to this matter of developing programs for the handicapped. I am going to see that you get a copy of it and you can insert an answer to it in the record.

Mr. LOOMIS. Yes, sir.

[The material referred to follows:]

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C., March 27, 1973.

Hon. JOHN O. PASTORE,
Chairman, Communications Subcommittee,
Senate Commerce Committee, Washington, D.C.

DEAR JOHN: You will remember that on September 6, 1972, we sent with Senator Jennings Randolph, a letter to President John Macy of the Corporation for Public Broadcasting in order to inquire about the efforts which were being made to adapt the public television network to the needs of handicapped individuals and the problems they face in this Nation. In that letter, we requested that a comprehensive study of programming for the handicapped be undertaken which would have the purposes of studying ways of providing specialized programming for the handicapped and increasing the general public's awareness of the problems confronted by handicaped individuals.

On September 13, we received a letter from John Golden in the absence of President Macy indicating that the special needs of the handicapped had been given high priority by the Corporation and indicating that a comprehensive study would indeed be needed if the Corporation were to fulfill its role adequately. Mr. Golden indicated that he would be pleased to keep us informed of further activities by the Corporation.

Knowing that you will be hearing testimony from the Corporation tomorrow, I believe it would be extremely helpful to pursue this interest of ours in questions about action which has been taken since our correspondence.

I would also like to add my voice to the mounting concern about the intrusion of the Corporation for Public Broadcasting in the area of public affairs programming. As you know, the Corporation has recently assumed the authority for the financing and distribution of programs carried over public television. The Corporation has already used this power to terminate the funding for a number of public affairs programs. I feel that it is imperative that the body which determines what programs will be broadcast on the public network be outside the sphere of political influence, and I am hopeful that you will explore this issue in your hearings.

I would appreciate it if you could include my letter, the enclosed correspondence, and my statement which will be transmitted separately, in the hearing record.

With warm personal wishes,
Sincerely,

HARRISON A. WILLIAMS, Jr.,
U.S. Senator.

Enclosure.

LABOR AND PUBLIC WELFARE COMMITTEE,
September 6, 1972.

Mr. JOHN MACY,
President, Corporation for Public Broadcasting,
Washington, D.C.

DEAR MR. MACY: As you may know, during the current session of Congress, we have become increasingly concerned with the many problems facing handicapped individuals in the United States. In our judgment, too little has been done in this area and in a highly technical and industrialized society the handicapped each day face growing obstacles to their ability to function normally.

In an attempt to focus attention on their problems and solutions to them, a new Subcommittee on the Handicapped of the Labor and Public Welfare Committee was created to coordinate all of the activities of the Committee respecting handicapped persons with particular emphasis on the problems of education, health, jobs, and vocatonal rehabilitation. The past 7 months have demonstrated that this is indeed a successful endeavor and we expect even greater things for the future.

In the course of the Committee's examination of the difficulties facing handicapped individuals in the U.S., we have found that perhaps their greatest problem is that of integration into every-day living. People in this country have a tendency to overlook the handicapped. There is a tendency to forget that millions of handicapped Americans must overcome enormous obstacles in order to accomplish the simplest of tasks.

We have noted recently an increase in media programming for the handicapped, including initiation by the CPB of an experimental program of captions for the deaf on the Julia Childs' show, and a morning news program for the deaf initiated by a local commercial television station in Washington, D.C., which has been duplicated now by other stations throughout the nation.

Both of these examples are an excellent start, but only begin to suggest the broad contribution which can be made by the media in overcoming the problems handicapped individuals face each day in this nation. We believe that with commitment and a bit of planning enormous strides can be made through the media to bring handicapped individuals equality of opportunity.

It is for this reason that we are writing to you. We would like to suggest that the CPB undertake a comprehensive study of programming for the handicapped which would have the purposes of studying ways of providing specialized programming suited to the needs of all handicapped individuals, and increasing the general public's awareness of the problems confronted by handicapped individuals, and making them more sensitive to the fact that handicapped individuals are simply people who happen to have problems which make it more difficult for them to make use of the opportunities and services of this society. We would be willing to try to ensure that funds are forthcoming to support an effort of this type if you find it impossible within present budget constraints to undertake this activity, but we feel very strongly that this is an important contribution which would have lasting rewards for all of our society.

We know that there are many creative ideas which could be translated into the production efforts of the Corporation to assist the handicapped and to help those who are not handicapped develop a better understanding of their problems. We do not have to tell you that television has had a major impact in the United States on developing and changing attitudes in a wide variety of areas. It is this impact which would be so important to eliminating many barriers to handicapped individuals today.

We look forward to hearing from you regarding this matter.

With best wishes,

Sincerely,

HARRISON A. WILLIAMS, Jr.
JOHN O. PASTORE,
JENNINGS RANDOLPH.

CORPORATION FOR PUBLIC BROADCASTING,
Washington, D.C., September 13, 1972.

Hon. HARRISON A. WILLIAMS, Jr.,
Hon. JENNINGS RANDOLPH,
Hon. JOHN O. PASTORE,
Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SENATORS: This is in response to your most welcome letter of September 6. John Macy is currently completing his required surgery, and I am responsible for the Corporation's operations during this period.

Your Subcommittee's concern for the handicapped strikes a responsive chord here. In addition to the Julia Childs' programs which you mentioned, other well-developed projects await funding, and this particular program responsibility has been given a very high priority not only by CPB but by managers of public broadcasting stations.

Your suggestion for a comprehensive study of programming for the handicapped, then, comes at a time when such an effort is not only logical but required if we are to serve adequately. We will be pleased to keep you informed as our plans develop and we will be mindful of your generous offer of financial support if supplementary funding is necessary.

Thanks once more for your timely and thoughtful encouragement.

Sincerely,

JOHN GOLDEN.

STATEMENT OF HON. HARRISON A. WILLIAMS, JR., U.S. SENATOR FROM NEW JERSEY

Mr. Chairman, I appreciate the opportunity to discuss with you and other members of the Subcommittee several areas which I believe should have high priority in the planning and programming of the public broadcasting networks. I am referring to the need and the great potential of specialized programming to meet the needs of handicapped individuals and programming to provide better understanding of their problems to the general public.

Last year, in an effort to focus national attention on the problems which handicapped Americans face in every day life, I created a new Subcommittee on the Handicapped in the Senate Labor and Public Welfare Committee. Under the able leadership of Senator Jennings Randolph, and the commitment and hard work of Senators Alan Cranston and Robert Stafford and the other Subcommittee members, that Subcommittee undertook a comprehensive look at the difficulties facing American citizens who are handicapped. We found in testimony and letters written to members of the Subcommittee that perhaps the greatest problem faced by these individuals is that of integration into the mainstream of American society. What has been absolutely clear through all of this testimony is that in planning and programming, and in most areas of everyday life, this society overlooks the needs of handicapped individuals. By default, our oversight makes it almost impossible for these individuals to function normally and to accomplish even the simplest of tasks.

This population is not small: there are at least 7 million handicapped children, and more than 28 million handicapped adults. Less than 50 percent of all of these children currently are being provided with special education services, and more than 1 million are excluded from schools entirely. Furthermore, U.S. Labor Department employment statistics account for little more than 800,000 of the 22 million physically handicapped adults. While employment figures may simply reflect the way the data is collected, the fact that we know little or nothing about the adult population backs up the finding that we seldom include handicapped individuals in our planning.

I speak today with renewed vigor on this issue. Last week, I spent three days in the Subcommittee on the Handicapped hearings on the education of handicapped children. Testimony presented by parents and educators of handicapped children, as well as individuals involved in the development of media and materials, made clear that so much more is possible than what is presently being done. One critically important area is that one which you are considering today: the use of media to meet the specific needs of handicapped individuals and to better inform the general public about problems which handicapped individuals confront in every day life.

In the last year, you may have noticed new initiatives on public television and commercial television stations in this area. For instance, the Public Broadcasting System began an experimental program of captions on the Julia Child's show. And a program which began in Washington during last year's flood for providing information to deaf individuals through sign language has been continued as a morning news program called News Sign, taking place concurrently with the announcement of early morning news. These programs are an excellent start, but merely scratch the surface of what can be done to provide handicapped individuals specialized information, and to explore their problems with their non-handicapped neighbors who may have very little understanding of precisely what it means to be handicapped, either physically or mentally in an advanced and highly technical society.

Hearings last week indicated that the Children's Television Workshop may soon bring handicapped children onto Sesame Street.

I would like to report to the Committee an example of what can be done by a public television network, an example which has been reported to me by State Senator James Waddell, of South Carolina. Senator Waddell is a member of the

Education Commission of the States Task Force on Handicapped Children's Education, of which I am also a member. In South Carolina, they have adopted a broad scale agenda of programming for the handicapped which had the multiple purposes of teaching handicapped individuals directly, of providing continuing education and special assistance to educators and other involved professionals who work with handicapped individuals and improving knowledge of the general public. Their programming has included: "As the Fog Lifts", a program to provide general information regarding mental health clinics and programs in South Carolina, and information regarding alcohol and drug abuse prevention; "The other 3%", a series of programs for parents of retarded children and the general public on mental retardation; and "The New Fangled Pastors", a program for assisting ministers in meeting the needs of retarded individuals and their families.

Perhaps some of the most intriguing programs dealt with families of children who would be struck by rubella which would increase the possibility of hearing defects; these programs were produced to teach parents how to recognize such problems and to find early and careful treatment for their children and were used before the epidemic became a fact. Other experiments involved using the piano to assist in teaching the retarded to read, and art to draw out children with emotional problems. And, South Carolina has made sure that all possible modes of programming can be utilized. Through training programs, the State has provided special educators needed expertise on how to adapt existing educational television materials; in addition, the State has installed antennas in schools and assisted in the purchase of television receivers and video tape recording and playback equipment so that materials such as Sesame Street can be adapted and utilized in teaching mentally retarded children.

I have only discussed a small number of approaches which can and should be utilized in order to provide the best and most comprehensive use of media programming. I believe that South Carolina has done an exemplary job as a State to make full use of all of these resources, and I include a recent address by Senator Waddell as an addendum to my statement which more fully discusses these possibilities.

I believe that we at the Federal level should also be able to point to such accomplishments, or to the further encouragement of such accomplishments. The Corporation for Public Broadcasting, in correspondence with Senators Pastore, Randolph and me, has indicated an interest and a preliminary commitment in this area, and I would urge this Subcommittee to encourage this commitment so that the vast potential of educational television becomes a reality for handicapped individuals.

Finally, Mr. Chairman, I would like to add that I have been quite disturbed about the encroachments the Corporation for Public Broadcasting has made in the area of public affairs. Until recently the Public Broadcasting Service, and not the politically appointed CPB, has made the determination as to what programs would be carried on the public network. The assumption by the CPB of the authority for financing and distributing specific programs has, not surprisingly, been accompanied by an announcement that a number of public affairs programs have been canceled. Programs like Washington Week in Review, William F. Buckley's Firing Line, and Bill Moyer's Journal which are among the most popular shows on public television were axed. It is theoretically a coincidence that the Nixon Administration finds these shows unpalatable and that the Nixon appointments to the Board of the CPB have recently attained a majority.

This seems to me to be a rather poorly camouflaged attempt by the Administration to suppress the expression of views it considers unsympathetic. Presumably, the rationale for the elimination of these public affairs programs is that public television ought to be investing in offerings which can be used and reused. Corporation President Henry Loomis has said "We ought to be spending our money on the kinds of programs that would stand up timewise for six months or a year."

This policy is ironic, to say the least, in light of the recent letter from Clay Whitehead, Director of the White House's Office of Telecommunications Policy, to FCC Chairman Dean Burch stating that the increasing number of television re-runs threatens the viability of the television program production industry, and requesting an inquiry into the issue of whether the FCC should take steps to curtail the use of re-runs.

While in my humble opinion, Mr. Whitehead is not the final word in television programming, I think that the Administration ought at least to get its story straight.

I am concerned that the elimination of these public affairs programs is an attempt by the Corporation for Public Broadcasting to manage the news, and I would remind the members of this Committee of Thomas Jefferson's words:

> The basis of our government being the opinion of the people, the very first object should be to keep that right; and were it left to me to decide whether we should have a government without newspapers, or newspapers without a government, I should not hesitate to prefer the latter.

Presentation to Task Force—Education Commission of the States—Denver, Colo., February 7, 1973, by Senator James M. Waddell, Jr.—Education of the Handicapped

In my State of South Carolina, we have turned to television. And the number of uses we have made of this powerful tool to assist the handicapped is amazing.

We have worked to teach the handicapped directly * * * we have worked to further the education of their special education teachers * * * and we have worked to improve the knowledge and awareness of every citizen. We have taught South Carolinians what is being done in their State and have informed them on how they can help their fellow citizens * * * how they can reach out on a people-to-people basis.

In South Carolina we are fortunate to have the most comprehensive educational television system in the country, so *it* has become a focal point for all of our agencies dealing with mental health, mental retardation, and the physically handicapped. At ETV each has received assistance and service with solutions to their *own* problems * * * as well as finding a "neutral" agency around which they can gather for the solution of *mutual* problems.

Here is some of what we have done in the past that might be useful to your own work.

"As the Fog Lifts" is an in-depth documentary on all aspects of mental health activities in the State. We're not standing still, however. As this program is growing out of date it is being replaced with a new, color film about our 14 mental health centers and clinics * * * about their services * * * and about their education programs in the community.

"150 Years of Progress" is the name of another public information film produced by S. C. ETV and seen throughout the State. It is a progress report of our Department of Mental Health. It is a dramatization of their impact, emphasizing their work in crisis intervention, planned re-entry for former patients, and alcohol and drug prevention programs.

We were honored to be selected to receive a HEW grant to produce The Other 3%, a series of programs aimed at the parent of the mentally retarded, as well as the general public.

ETV's Nine30 Newsroom program has devoted, just recently, four half-hours to an in-depth examination of our Department of Mental Retardation. The interesting twist on this Nine30 program is that anybody in South Carolina can call in and ask questions—live—on statewide TV. That puts your agency people on the firing line. I know. They've gotten me in that hot seat, and you'd better be on your toes.

But television can do more than just tell the story of the needs of the handicapped * * * it can do more than just dramatize their plight. Television can participate *directly* in assisting them.

Perhaps many of you would like for the ministers of your community to have had the benefit of our program, The New-Fangled Pastors * * * a training program for ministers produced with Mental Health on the psychology or assisting the retarded and their families.

Before you begin to think we only have been working to assist the mentally handicapped, let me tell you a little about a series planned far in advance * * * called That All Might Speak. A few years ago, a heavy incidence of a strain of German measles in my State made it absolutely predictable that an increased number of children would be born with hearing defects. We set about to produce a series for the parents of these children * * * even before they were born. The programs concentrated on how to recognize, and how to handle, hearing problems in your own child * * * all leading to early and careful treatment * * * of hearing and speech disabilities.

Birth defects and their impact on mental retardation have also led us into the production of an upcoming series called Chance To Live, dealing with topics like "The Withdrawn Child," "The Overactive Child," "The Overanxious Child," "Learning Disorders," * * * and on and on.

We've also tried some interesting experiments. Like using the *piano* to assist the retarded in learning to read * * * and using *art* to draw out and deal with those exceptional children who also have discipline problems.

I'm sure that by now you're more than ready for me to stop reading you lists of things * * * and I apologize for doing it. These ideas are just to give you the feel of some of what we're doing so that our ideas might be helpful to you directly. And I hope they can be.

I don't want you to think, however, that we have dealt only with the mentally handicapped. In addition to a special television production (Out of Darkness—Into Light) about the blind, South Carolina is one of three states to use our educational radio network on a full-time basis—12½ hours per day—for the blind. The blind man in South Carolina goes to work just as informed as his fellows on the community news not available to him otherwise on radio or television. He is just as conversant with current periodicals and novels as his co-worker—not the novels that are 12 to 18 months old that he can get from talking books. And, the blind man in South Carolina is even *better* informed than his fellows on special ways to economically use his dollar and to order his life around his handicap * * * to overcome his problem on all fronts.

Ladies and gentlemen, you have to *work at these things.* As you know, they don't just happen * * * they don't always come readily. For example, it took a powerfully dramatic photographic sequence in an ETV documentary called Architectural Barriers to successfully culminate a campaign for wheelchair access ramps into our State Capitol.

Working at things means dealing with them specifically and at the level of their lowest execution. Our State Department of Education instructional television people have trained over 100 special education teachers in private workshops on how to use existing ETV materials. Materials initially designed for one reason can be excellent teaching aids for different purposes with our educable handicapped. These teachres are now *expert* on the selection of special modules for our regular ETV courses and on adapting them to their special education needs.

We have installed antennas at special education schools, and even helped them with the purchase on TV receivers. One of our special education schools has portable video tape recording and playback so they can maximize the exploitation of existing ETV materials. For example, Sesame Street—so popular across the Nation will all our children—is an excellent course of direct instruction when broken down bit by bit and used with the mentally retarded.

Although we've made some progress in my State, let me tell you that *we've only just begun.* Although we have projects underway for subtitling courses for the deaf (and other new ideas), we have yet to fully use the power of television the way we'd like to through the production of *new* and *innovative direct teaching materials* for the retarded. Can you imagine the impact on our work if a national effort on the scope of Sesame Street could be mounted for this purpose?

My point to you today is that each of you has some type of ETV organization available to you. Use it. Put them to work for you. Television is the most powerful way to reach out and generate support for our efforts. You know, people watch television all the time—but they don't *see* it; they don't see its importance, its implications, or its impact on their lives. Television is also the best way to directly solve many of our needs—and I *stress, not* just our public relations problems.

Television can be harnessed to the direct education of the handicapped at all levels of concern. (In South Carolina, the retarded with visual deficiency even listen to the sound of our TV programs on South Carolina History because that's what is available.) So put your ETV to work by exploiting every resource they have now * * *

Put them to work on creating new, specialized materials of even more specific and greater impact. Maybe we can work together on that. If we can, we will apply the most powerful tool for reaching into men's minds to the direct solution of some of his most pressing needs. And we will be successful.

You know, it was Edward R. Murrow who said. "The trouble with television is that it is like a sword rusting in the scabbard during a battle for survival."

We are engaged in a battle for survival in assisting our handicapped citizens and I suggest that we draw this sword of communications and put it fully to use.

Corporation for Public Broadcasting,
Washington, D.C. April 4, 1973.

Hon. John O. Pastore,
U.S. Senate,
Washington, D.C.

Dear Senator Pastore: In Mr. Loomis' absence I am forwarding the attached materials in response to your request for information to transmit to Senator Williams on public broadcasting's current services for the handicapped.

I hope this information will prove useful in your Committee deliberations on S. 1090.

Sincerely,

George W. Linn,
Director of Legislative Affairs.

Enclosures:
1. Status of Programing for the Handicapped
2. Proposal for National Television and Radio Service for the Elderly as an example of target audience service programing

The Status of Programing for the Handicapped—March 1973

Despite severely limited financial resources, Public Broadcasting in the past year has initiated some service for the handicapped.

WGBH, the Public Television Station in Boston, has captioned twenty-six programs of THE FRENCH CHEF through a grant from the Bureau for the Education of the Handicapped. Eight of these shows aired over PBS, the Public Broadcasting Service, last summer. This grant calls for a second twenty-six half-hour program series which is now in progress at the station. The series is made up of several programs from different series, examples of which include MAGGIE AND THE BEAUTIFUL MACHINE, CHARLIE'S PAD, MAKING THINGS GROW, WATTS TOWERS THEATRE, and WHAT SHALL WE DO FOR THURSDAY'S CHILD.

WXXI, the Public Television Station in Rochester, has been hand signing the ABC EVENING NEWS for deaf viewers for over a year. In place of the commercial time slots the station offers "Community Bulletin" spots geared toward the needs of the deaf in the Rochester community. We are enthusiastic and are encouraging this kind of activity at local stations.

Family Communications, Inc., producer of MISTER ROGERS' NEIGHBORHOOD, received a grant from the Bureau for the Education of the Handicapped to produce six additional programs of the MISTER ROGERS' series that would be geared toward changing the attitudes of non-handicapped people toward handicapped people and vice versa. This was prompted by the Surgeon General's report on Children and Television. MISTER ROGERS' NEIGHBORHOOD was recognized as having made positive gains in affecting the maturation of of children and this project for the handicapped was seen as a natural for the MISTER ROGERS' program. In changing the attitudes of children toward the handicapped, one topic included the positive evaluation of differentness. One member of the cast, Don Brockett, is orthopedically handicapped, allowing the children to get to know a handicapped person and to see that there is no difference in him as a person.

FCI is now in the process of applying for another grant from the Bureau for the Education of the Handicapped to continue this format and to increase the number of programs in the MISTER ROGERS' series dealing with this problem.

On September 19, 1972, WHAT SHALL WE DO FOR THURSDAY'S CHILD? by Robert Lewis Shayon and produced by WHYY, Philadelphia, was aired over PBS. This program examined legal rulings on the educational rights of retarded and handicapped children.

SOMEBODY WAITING, produced by KQED, was distributed on October 31 by PBS as part of the DATELINE AMERICA series. It related the efforts of nurses and technicians at a California state hospital to ease lives of severaly retarded children.

On January 21, 1973, THE PRESIDENT'S INAUGURAL ADDRESS with open captioning for the hearing impaired added by WGBH, was aired nationally.

In addition, PBS has been notified that it will be the recipient of a contract from BEH to develop the techniques of closed captioning, a technique for transmitting captions without interference to normal viewing (a test, a demonstration, and research). Final details of the contract are still in negotiation but with it PBS will be able to begin development of both hardware and software to use the National Bureau of Standard's captioning system in a closed captioning process. The project will include engineering and audience field research to learn how well the captioning is working and ascertain what changes are needed as the process goes on. The grant will enable PBS to hire personnel to caption programs, to build up a library of programs for persons with hearing impairments, and to act as a liaison with agencies providing the services for the handicapped, all to enlarge public broadcasting's role in programming for the handicapped.

The Corporation is now in the process of arranging for Gallaudet College to have access to public television programs funded by the Corporation for captioning. Gallaudet is a college for the deaf in Washington. The programs would be put on cassette and kept in the Edward Miner Gallaudet Memorial Library for student use. The college has facilities available for superimposing the captions.

Public Radio has also provided a number of programs for and about the handicapped. Problems of the physically handicapped were the subject of a recent five-part series on National Public Radio's award-winning nightly magazine ALL THINGS CONSIDERED * * * Among the many services provided by local stations perhaps the most outstanding is that of Minnesota Educational Radio. In cooperation with Minnesota State Services for the Blind, the three MER stations broadcast programs for the blind via a special FM subcarrier frequency for 17 hours each day. The programs can be heard throughout most of the state of Minnesota by blind listeners equipped with special FM receivers. More than a "talking book" service, the MER programming provides topical information which is seldom provided in Braille form.

Looking to the future in this area of national concern, WQED, the Public Television Station in Pittsburgh, has proposed a three-year TELEVISION AND THE HANDICAPPED project to be developed in three phases which will include development, production, evaluation, and national PTV distribution. Phases II and III will both be new seasons of 36 programs each aimed at stimulating interaction between the physically handicapped, his family, and the many systems which affect his rehabilitation. The hostess of this magazine format show will be Nancy Kreisler, a former Powers model, now confined to a wheel chair. The proposed cost of the 72 half hours is $1,117,500.

The Corporation has applied to the Administration for the Aging for a $600,000 grant to research and develop programming for the elderly. A copy of the proposal is attached and serves as an example of the type of development necessary for target audience service programming.

That the aging are a first priority for target audience service programming is supported by the Meierhenry Survey. This is an annual study commissioned by PBS to evaluate the national program and operations service to public television stations and to determine priority program needs for upcoming seasons. Service programming for the handicapped was also a high priority and indeed, if funding at the $60 million level for the Corporation for Public Broadcasting becomes a reality, the handicapped would be the next target audience for whom CPB would undertake major service.

Service programs ought to be ongoing and not simply a "one-season shot" to be truly effective, but this requires long-term funding at a substantially higher level than now exists.

The model we would like to employ in developing programming for the handicapped with minimal costs is as follows:

Feasibility study	$15,000
Research and program development	150,000
Program piloting and testing	50,000
Series production (13½ hours at $30,000 each)	390,000
Utilization program design and printed materials	50,000
Ongoing series evaluation and program modification	50,000

In addition, grants of $3,000 to be matched locally should be available to each station to produce local service resource programming to follow up the national programs with local information. If 100 stations made use of these funds, the cost of a well-developed 13-week series would be $1,005,000. The complete proposal for this model is attached.

The Corporation for Public Broadcasting is committed as a matter of policy to providing programs for special audiences such as the handicapped. The funding to realize that commitment is presently non-existent. But, we will continue to develop to the extent of our means and wholeheartedly encourage and support, whenever possible, all activity in this area.

Mr. LOOMIS. A critical element of CPB assistance will continue to be our national program service. CPB's support for programs produced for national distribution has, I believe, gone a long way toward fulfilling our objective of providing excellence and diversity for the local station and the viewer.

I might add here it has gone as far as it can go, which is not satisfactory to us, the stations, or the public.

S. 1090 will permit us to increase our support for national program production support and acquisition from $14.7 million in 1973 to $17.2 million in 1974 and $18.5 million in 1975. Perhaps as important, it will also permit public television to continue its increasingly obvious and positive influence on commercial television. That influence has been recognized by a number of television industry experts. One of these is Les Brown, author of the book "Television" and columnist for Variety magazine.

In a column in Variety on February 9, 1972, Mr. Brown made the point that the competitive situation among the commercial networks has prevented them from "gambling" on innovative programing. He maintains that public television, which is free of these competitive pressures, has succeeded in developing new forms and program techniques that have had a salutary effect on all of broadcasting.

The best example, according to Mr. Brown, is "Sesame Street," which is largely funded by the Office of Education and CPB. It touched off a revolution in children's programing. Its success at both entertaining and educating has encouraged and induced commercial networks to improve their own children's programs. Brown believes that "Sesame Street"—as well as the rest of the children's programs on public television—could never have been developed by commercial television because of the competitive situation that dictated that all programs aim for the largest possible audience.

Brown believes the same holds true for public affairs and cultural programing. "Chronolog" and "60 Minutes" were imitations of the "Public Television Laboratory," he says. There are now attempts to serialize American novels since the success of BBC's import, "Forsythe Saga." Where the commercial networks previously wouldn't touch excellent series like "Civilisation," now they are buying "Six Wives of Henry VIII" and "The Search for the Nile."

Mr. Brown concludes: "All of television—and the country as well—stand to benefit from a lively noncommercial network aspiring to superior programing."

CPB's program development funds require substantial increase if we are to maintain public television's beneficial impact on all of broadcasting. Under S. 1090, we would propose to increase program development funds from $0.4 million in 1973 to $2 million in 1974 and $2.5 million in 1975.

I might add, Mr. Chairman, while these sums do not appear to be very large, they are absolutely necessary to permit and encourage the experimentation and innovation in new types of programing. These tend to be the first moneys cut when the screw is turned and you're faced with supporting this program or that program.

We have done that in the past and we have high intentions of not succumbing to that short-term solution in the future.

NEW EDUCATION PROGRAMS

In 1972 the corporation invested about $125,000 in research directed toward development of a series of new educational programs for adults. The goals of the proposed adult learning program service were widely accepted both within public broadcasting and the educational communities. Research confirmed the public need for the project.

However, the first attempts to develop in detail the requirements for an effective series of programs were reviewed by an outstanding panel of educators and the education committee of the board of directors and were found to require additional study.

Dr. James Killian and Mr. Frank Pace recommended that research into the problem of systematic development of effective programs for adult education should be continued. The committee also recognized that greated investment in educational programs for the ALPS audience should not be deferred. The proposed new health series may meet some part of this need. Research in the field of adult learning continues.

Chairman Curtis has already stressed the role of the library in maximizing station program options and complementing local scheduling. Upgrading and maintaining the library will require $400,000 in 1974 and $600,000 in 1975, up from the present $200,000.

Finally, distribution costs outside the library will continue to rise, principally due to increments in payments to A.T. & T. required the terms of our interconnection tariff determined by the FCC. The Public Broadcasting Act permits free or reduced rate services for public broadcasting. Our payments to A.T. & T. began at $2 million in 1971 and will continue to increase until they reach $4.9 million in 1975. Including these line charges, interconnection operations, program and schedule development, regional delay systems, and the upgrading of local facilities, as well as library operations, we will need $11.4 million and $12.5 million in 1974 and 1975, respectively; up from $9.2 million in 1973.

Mr. Chairman, these are the highlights of our experiences over the past 12 months and our plans for the next 24. I have had prepared more detailed summaries of our goals and aspirations under S. 1090. They are attached to my statement. With your permission, I shall submit those summaries for the record.

Senator PASTORE. Without objection, it is so ordered.

Mr. LOOMIS. May I add another point? In the discussion about our program decisions this morning, I think a point that didn't come out clearly enough is the fact that our decisions were based on the assumption of the continuing resolution at $35 million. We obviously hope that this is a very wrong assumption and that more money will come.

Senator PASTORE. What I want to know from you, Mr. Loomis, before that decision was made by you, did you consult with anyone outside of the Corporation, in the administration, with reference to what programs were to be eliminated?

Mr. Loomis. No, sir.

Senator Pastore. You did not?

Mr. Loomis. I did not.

Senator Pastore. Thank you very much. Now in yesterday's paper an article appeared by John Carmody called "Static from WETA."

Will you enlighten us about that?

Mr. Loomis. Yes, sir. We had a problem with WETA, based on history, primarily, and differing views of history.

The Board felt very strongly that there had been, if not a legal commitment, certainly a moral commitment, from the Corporation and the Ford Foundation to continue support at approximately the level of last year which was $1.2 million for us and $1.8 million for Ford.

They felt that we had taken on that obligation when they had agreed to merge NPACT into the local channel.

Our Board looked at this in detail, read a long document prepared by WETA. They came to the conclusion that while we did not have a legal commitment, there were no signed papers, we clearly had had—my predecessors had had—conversations that in good conscience would lead people to assume we would continue to support them.

Now the Corporation also felt, with this difficult priority, that it just did not have $1.2 million. The best they could do was $800,000.

WETA had not been asked to submit proposals for the $800,000; so we set aside a reserve fund earmarked for them. As their particular competence was in the general area of public affairs, we suggested they come back to us with proposals, just like every other station, as to how they would spend this $800,000.

They could do it in 4 programs of $200,000 each, 10 programs, whatever the case may be, with what subjects they intended to cover.

In other words, we would be dealing with WETA in just exactly the same fashion as we deal with every other proposal that comes to us for a particular kind of program grant.

Senator Pastore. Well, I kind of thought that their position was more or less along the lines that somehow you and the Corporation were trying to censor or somewhat affect the program.

Mr. Loomis. I think that some of them perhaps misunderstood our position which is different from what we have done in the past. In the past we gave the stations a lump sum as a sort of general station support. The Board decided, before I came—I am not quite sure when it was done—to change that system and support only individual programs or series so that they could make the balancing judgment as to the different subjects to be covered. This, therefore, was a change from the past.

Senator Pastore. Any questions on that?

Senator Cook. Are you talking about project orientation rather than station support?

Mr. Loomis. That's correct, yes, sir.

Senator Pastore. Well, the thing that disturbed me about the article, is the fact that there seems to be a friction that has built up between the licensees or the station management and the Corporation.

I would like to know whether this is just imaginary or in fact true? I was very much impressed by what Mr. Benjamin said, that the real problem is money and the length of the authorization. Insofar as all the other problems are concerned, he thinks they can be resolved by negotiation.

I would hope this: That there should be amiability between the Corporation and the industry itself, because I don't think that they can get on or get along without you or you without them. You both would have nothing.

It strikes me as one hand washing the other; and if you are friends, I think you will accomplish much more than if you are at one another's throats.

Mr. LOOMIS. I can assure you, Mr. Chairman, that I, personally, and I know the Board agree completely with that statement.

I would also like to add that we received a letter from Mr. Sidney James, the chairman of the board of WETA, addressed to Mr. Curtis, discussing the same issue that was in the newspaper, and that the letter made some very reasonable points. I have every expectation that when Mr. Curtis has a chance to address himself to it, these misunderstandings will be cleared.

Senator PASTORE. Further questions.

Senator COOK. I want you to elaborate, if you would, Mr. Loomis. This morning there was kind of an attitude whether your board was about to take the controversy off the public television.

In that discussion, we listened to procedures for selecting and approving programs. As the operating officer, could you elaborate on this a little bit more?

Mr. LOOMIS. Yes, sir, Senator Cook, my pleasure. There really are—have been, or will be, three different systems. One system was the one of last year when PBS, under an evolving system, made the recommendations which the board more or less routinely approved.

This year the board decided that it wanted to get involved in the decisions more directly. So the program committee of the board, which is seven members—it is a major committee, not just two people off to one side—become more directly involved than had previously been the case.

We started out thinking we might aspire—we are talking now of 1974—to a budget of $70 million and we did some staff work along these lines. We had discussions with PBS and with the stations on the $70 million level.

The program committee of the board made some tentative decisions based on the assumption of seventy.

In retrospect, I think this was a bad thing to do because it raised hopes. Local stations didn't see the fine print, that the budget was based upon an assumption, not upon an actual $70 million.

We became more pessimistic, as the continuing resolution continued this year, which, of course, we had hoped would not be the case we perhaps swung to the other extreme then and said well, maybe this continuing resolution, and this fight on balancing the budget—not us—but the balancing of HEW and so forth may continue again. We better be really careful and take the minimum, the most pessimistic figure possible, which is the amount of the continuing resolution. If that resolution doesn't continue, then we have zero funds and that is the end of the ballgame. We will base our actual budget on $35 million.

We had conversations with the PBS staff. We had their recommendations. We had their priorities, some of which we agreed with and some of which we did not. We then prepared alternative plans for the program subcommittee.

It became evident right away that there was no "good" decision. Every decision made was a bad one. The question was which was the worst. As you saw, we held up "Zoom" because that is an expensive program, $500,000 or $600,000. We wanted to think through the decision as to whether we should put 50 percent of our programing funds into children's programs.

The board came to the conclusion that it should; but by holding up this decision everything else was being looked at.

Senator **Pastore**. Well, your received the public pressure and restored "Zoom."

Mr. **Loomis**. Yes. We received public pressure for a good many programs. We received public pressure for some of the programs we did not fund. We received public pressure on "Firing Line" and "Washington Week in Review."

Senator **Pastore**. From the public?

Mr. **Loomis**. Yes. And from station managers, and from Members of Congress, and—you know, they are good programs. Everybody wanted them.

I might, for the record, show what actually will happen should we find ourselves operating under the continuing resolution for fiscal year 1974. Even though it is the same $35 million for both years, our budget will end up with $2 million less for programs; $1 million of that is the increase in the telephone bill in round figures. The other million missing will be from funds we spent this year taken from our carryover reserves. We have been living beyond our means this past year because we were assuming that sooner or later the $45 million would come in and we could return the funds borrowed from our reserves. We would not be able to draw from this amount in fiscal year 1974.

Since it is now clear that it won't come, it is also clear that we cannot, under this $35 million assumption, continue spending at the same rate or we will go broke and that won't do CPB or anybody else any good.

Senator **Pastore**. Let me ask you: If you get the $45 million and you have to take up the slack of what you need for this fiscal year, how much new money will you have at your disposal out of the $45 million for next year?

Mr. **Loomis**. Well, there would be——

Senator **Pastore**. I mean are you going to end up even?

Mr. **Loomis**. If we get $45 million next year?

Senator **Pastore**. No, no. You tell me you are under the continuing resolution, $35 million. I think you have indicated that you have gone beyond your means.

Mr. **Loomis**. Right.

Senator **Pastore**. Now how far have you gone beyond your means?

Mr. **Loomis**. Well, we started the year with a couple of million carryover and we are now down to about a million—in round figures.

Senator **Pastore**. I mean are you going to end up obligated for money you don't have?

Mr. Loomis. No. No. As you know, one of the big advantages we have over a Government department is that we have funds appropriated until expended. We have the great luxury of carrying forward funds. If we did not have this, I think it would be just about impossible to run the show.

Senator Pastore. You would have to close up before June 30th?

Mr. Loomis. Yes, but what we have done is eat dangerously into the carry-forward funds. It is not a question of overspending, but we cannot keep it at this rate; otherwise, we eventually would get to zero.

Senator Pastore. I understand.

Mr. Loomis. Now this current year, 1973, 45 percent of our money or $6.2 million was for children's programs; next year the $6.2 million, same amount, is 48 percent, just because the total is smaller.

For performance and cultural shows, this year the amount is 25 percent, $3.5 million; next year $1.8 million or 14 percent, which is a really major drop, almost in half. Public affairs will stay the same in percentage, 25 percent. It drops from $3.6 million to $3.1 million in absolute money. Then we have a set-aside of a million dollars for the health series which is adult education; and $800,000 for pilots. This total CPB set-aside has jumped from 5 percent to 13 percent in 1 year.

Public affairs, as you can see by this measure, came out considerably ahead of performance and cultural programming.

Senator Pastore. Further questions?

[No response.]

Thank you very much.

[The attachments follow:]

(Attachment A)

Corporation for Public Broadcasting—Budget Estimates—Fiscal Years 1974–75

1. FINANCING

S. 1090 provides that Federal payments to the Corporation during the two years beginning with FY 1974 shall consist of two parts: a definite amount of $55 million in FY 1974, and $75 million for FY 1975. The maximum payment for FY 1974 is $60 million and that for FY 1975 is $80 million due to the provision providing for Federal matching funds up to $5 million per year on non-Federal contributions to the Corporation.

The Corporation anticipates a continuation of non-Federal grants and contributions, which will be available to augment the Federal payments. A summary of total financing available for fiscal years 1971, 1972 and 1973, together with estimates for the two-year period beginning in 1974, is shown in Table 1.

2 BUDGET ESTIMATES

Table 2 summarizes the budgets for activities in the period FY 1971 through FY 1975. Table 3 provides a percentage analysis for the same period.

CPB's first priority is to dramatically increase the Federal payment, through Community Service Grants to local public radio and television stations, from the present $6 million level to $19 million in FY 1974. By FY 1975, the amount for this purpose is $21.7 million (Line IV, Table 2).

At its outset, the Corporation established a core service for the production and distribution of television programs. Increases in production and distribution budgets that are provided during the interim period prior to FY 1975 are mainly for the purpose of increasing the diversity of programs available through building a library of program material and increasing the number of separate production sources that are utilized. Increases are also necessary to meet the anticipated rise in cost levels and to compensate for an expected reduction in support provided by the Ford Foundation (Line I, Table 2).

Budgets for the production and distribution of radio programs are increased substantially in the two-year period, but at a pace commensurate with the ability of the public radio system to expand its services efficiently (Line II, Table 2).

Budgets for planning, research and evaluation, although relatively small in total, are increased sharply in the expectation that effective utilization of emerging technologies and communications research will greatly expand the Corporation's responsibiilty in new areas of activity (Line III, Table 2).

In addition to Community Service Grants, the Corporation undertakes, presently on a small scale, a variety of other support activities. Given the financing provided by S. 1090, the Corporation will be better able to fulfill the requirements and other authorities of the 1967 Public Broadcasting Act. It will enable CPB to augment its present efforts to improve the quality of public broadcasting by research, development, and demonstrations, by training and developing the skills and capabilities of personnel in the system and recruiting minoirty employees, and by augmenting efforts to increase public awareness and understanding (Line IV, Table 2).

Although some increases in administrative support are seen as necessary as the scale of operations increases, the amount required for administrative support represents a modest decline in the proportion of the total budget (Line V, Table 2).

3. FISCAL YEAR 1974 BUDGET (TABLE 2)

Programs for Public Television, $34,555 thousand (Line I, Table 2)

Of the total funds, $23.148 thousand is required for program production and $11.407 thousand for program distribution including library operations.

The $23.148 thousand will be augmented by locally raised revenues from non-Federal sources amounting to approximately $20 million.

The amount requested will be applied to the production of approximately 1.064 hours of new programs for use on a no-charge basis by an estimated 255 television stations. The total amount available will be applied (1) to sustain a variety of programs for the program service, (2) to provide an opportunity for more stations to produce quality programs for national distribution, (3) to support development and pilot production of programs for subsequent years, and (4) to support basic general education, health and science programs.

Of the total amount for program distribution, approximately $4 million is required for payment of line charges at rates set by the Federal Communications Commission, $232 thousand is required for line charges paid to non-Bell companies, and the remaining $7.175 thousand is required to cover the costs of program origination, delay centers, scheduling, and library and tape operations. This will provide an increased opportunity for regional utilization of the interconnection and permit less reliance upon centralized scheduling.

Planned PBS transmission consists of interconnected service averaging 85.4 hours a week. This schedule provides 1,582 hours of basic program transmission for the year. In addition to these hours, 2.860 hours of interconnection time is made available for local and regional utilization and provision of station services.

Programs for Public Radio, $4,318 thousand (Line II, Table 2)

Of the total funds available, $3,187 thousand is required for program production and $1,131 thousand for program distribution, including tape distribution as well as interconnection.

The FY 1974 plan is based on an average of 28.6 hours of interconnection time per week serving 170 qualified radio stations. The annual total of 1.488 hours of transmission requires approximately 1,278 hours of program material produced for national use augmented by selections from an estimated 3,935 hours of programs to be produced by stations for local and regional use.

Tape program services will consist of 800 hours of material distributed to 275 stations (qualified and non-qualified).

Planning, Research and Evaluation, $995 thousand (Line III, Table 2)

Of the total amount, $90 thousand is required for corporate planning, $655 thousand for research, including communications research such as assessment of community needs, and $250 thousand for engineering and development, which is concerned with analyzing and planning the application of new technologies including CATV, satellites, and cassettes.

Development and Support $22,132 thousand (Line IV, Table 2)

This activity is comprised of three principal parts: (1) Improve Quality; (2) Support Station Operations; and (3) Develop Awareness and Understanding.

(1) Activities for improving quality consist of support of experimental centers for radio and television and joint projects with the National Endowment on the Arts and the Humanities.

(2) The principal activity in support of station operations consists of the Community Service Grant Program, which in FY 1974 will require $13,500 thousand for television station grants and $5,555 thousand for radio station grants. The other principal expenditure in this sub-group consists of $1 million for further development of technical training programs and minority hiring programs for personnel of TV and radio stations.

(3) The budget for developing awareness and understanding consists of $1,251 thousand. These funds are divided between promotion of national programs distributed by PBS and NPR, and constituency services.

4. FISCAL YEAR 1975 BUDGET INCREASES (TABLE 2)

The activities for FY 1974 will be sustained and increased for FY 1975.

Programs for Public Television

Increases are provided primarily in order to (1) expand the availability of alternate programs in order to decrease a station's dependence on programs transmitted by scheduled interconnection and create a library system capable of providing a wide variety of choice. Increases are also required in order to (2) improve the quality of production and keep pace with rising cost trends.

The present planned transmission hours in FY 1975 will be the same as in FY 1974; however, a greater selection of programs will be transmitted by interconnection, enabling more stations producing programs to have their material distributed.

Programs for Public Radio

Increases are provided in order to keep pace with the anticipated development and expansion of public radio. Plans include the upgrading of existing public radio stations so that they will be better able to provide a consistent high quality service to the public. In addition, the creation of stations in communities now without full service, particularly in the top 100 markets, is a high priority objective. As additional stations attain the necessary operational levels and as their hours of broadcasting increase, the Corporation's budgets are adjusted so as to support the increased production and distribution of necessary programs.

In FY 1975 an estimated 210 qualified stations will be capable of effectively utilizing 34.8 hours of interconnected programs per week.

Planning, Research and Evaluation

An increase of approximately $300 thousand is required in order to maintain the necessary competency and to provide leadership for the industry in adapting to new technology. A substantial part of this increase is applied to communications research for the purpose of obtaining a better understanding of the communications process, impact on viewers and listeners as a result of receiving public broadcasts, and evaluation of both programs and organizations operation.

Development and Support

Increases are required principally in order to maintain the direct support of 265 television stations and to 210 qualified radio stations in their services to the communities.

In addition, increases in funds to develop public awareness of programs broadcast by public stations are necessitated by continuing growth in populations, number of stations, and number of diverse program offerings.

In FY 1975, direct station support will require $31,758 thousand and other development support activities will require $4,332 thousand.

Administrative Support

By FY 1975, the cost of administrative support is to be increased by $350 thousand. The need for the increase in administrative costs follows from the enlargement of the scope and scale of the Corporation's activities. This administrative support drops to 4.2 percent of the total appropriation in FY 1975.

TABLE 1.—SUMMARY OF FINANCING

[In thousands of dollars]

Financing	Fiscal year— 1971 actual	1972 actual	1973 estimate	1974 estimate	1975 estimate
Federal appropriations:					
Definite	20,000	30,000	30,000	55,000	75.000
Matching	3,000	5.000	5,000	5,000	5.000
Total Federal appropriation	23,000	35,000	35,000	60,000	80,000
Federal grants, contracts	711	225	21		
Non-Federal	5,347	6,295	[1] 3,535	5,000	5,000
Carryover from prior year	1,128	2,210	3,634		
Total financing	30,186	43,730	42,190	65,000	85,000

[1] As of Feb. 28, 1973.

TABLE 2.—SUMMARY OF BUDGETS

[In thousands of dollars]

	Fiscal year— 1971 actual	1972 actual	1973 estimate	1974 estimate	1975 estimate
I. Programs for public TV:					
Production	9.672	15.430	15,892	23,148	25.000
Distribution (PBS)	6,885	10.044	9.250	11,407	12.507
Subtotal	16,557	25,474	25,142	34,555	37.507
II. Programs for public radio:					
Production, NPR	970	1.827	2.010	2.227	3,861
Production, stations	108	364	580	960	1.400
Distribution (NPR)	175	745	910	1,131	1,500
Subtotal	1,253	2,936	3,500	4,318	6.761
III. Planning, research, evaluation	374	639	602	995	1.292
IV. Development and support:					
Community service (grants)	4,000	6.232	6,626	19.055	31,758
All other	3,386	2.269	1,941	3,077	4,332
Subtotal	7.386	8.501	8.567	22,131	36,090
V. Administrative support	2.237	2.643	2,619	3,000	3,350
Total program	27,807	40,193	40,430	65,000	85,000

TABLE 3.—PERCENTAGE ANALYSIS OF BUDGETS

	Fiscal year— 1971	1972	1973	1974	1975
I. Programs for public TV	59.5	63.4	62.2	53.2	44.1
II. Programs for public radio	4.5	7.3	8.7	6.7	8.0
III. Planning, research, and evaluation	1.3	1.6	1.5	1.5	1.5
IV. Development and support	26.6	21.2	21.2	34.0	42.5
Community service grants	(14.4)	(15.5)	(16.4)	(29.3)	(37.3)
V. Administrative support	8.1	6.5	6.4	4.6	3.9
Total program (percent)	100.0	100.0	100.0	100.0	100.0

Attachment B

Although the Corporation for Public Broadcasting was a creation of the Public Broadcasting Act of 1967 (P.L. 90-129), passed on November 7, 1967, the legislation appropriating the first funds for the Corporation—$5 million for fiscal year 1969—was enacted on October 11, 1968. The Corporation, then, has been in business just over four years.

Among the purposes and activities of the Corporation as spelled out in P.L. 90-129 are the following:

"Facilitate the full development of educational broadcasting in which programs of high quality, obtained from diverse sources, will be made available to noncommercial educational television or radio broadcast stations, with strict adherence to objectivity and balance in all programs or series of programs of a controversial nature;

"Assist in the establishment and development of one or more systems of interconnection to be used for the distribution of educational television or radio programs so that all noncommercial educational television of radio broadcast stations that wish to may broadcast the programs at times chosen by the stations;

"Assist in the establishment and development of one or more systems of noncommercial educational television or radio broadcast stations throughout the United States;

"Carry out its purposes and functions and engage in its activities in ways that will most effectively assure the maximum freedom of the noncommercial television or radio broadcast systems and local stations from interference with or control of program content or other activities."

There are additional obligations and prohibitions upon and charges to the Corporation—tools to carry out the above mentioned requirements—contained in the legislation, but in sum, it is clear that Congress, in creating the Corporation, was placing leadership responsibility for the development of noncommercial radio and television in the United States upon the Corporation for Public Broadcasting.

During the 54 months of activity by the Corporation, public radio and television in this country has been strengthened and developed to a very significant degree. Indeed, outlining the most significant progress made in this short time involves the problem of selecting those activities which constitute the most salient accomplishments from a large number of successful undertakings.

The Corporation has consistently aided local public television stations in the production of local programs designed to serve the particular needs of their communities. Through the Community Service Grants of the Corporation, each public television station has received grants, the levels of which are determined by a set of factors which are designed to indicate a station's service to its community. These grants have totaled $20.8 million since the formation of the Corporation.

FEDERAL AND NON-FEDERAL FUND SUMMARY

[In thousands of dollars]

	Fiscal year						
	1969	1970	1971	1972	1973	1974	1975
Federal appropriations:							
Definite	5,000	15,000	20,000	30,000	30,000	55,000	75,000
Matching			3,000	5,000	5,000	5,000	5,000
Total Federal appropriation	5,000	15,000	23,000	35,000	35,000	60,000	80,000
Federal grants and contracts		12	711	225	21		
Non-Federal	2,283	1,425	5,347	6,295	3,535	5,000	5,000
Total funds[1]	7,283	16,437	30,186	43,730	40,430	65,000	85,000

[1] Does not include carryover funds. Excludes receipts applying to prior year expense.

National Television Programs

In television activities, the establishment by the Corporation and the public broadcasting industry of the interconnection between the individual public broadcasting stations is the accomplishment which makes a number of other activities possible. To operate the interconnection service, the Corporation helped establish a separate entity, the Public Broadcasting Service which receives most of its funding from the Corporation.

By year end, of the total of 240 public television stations, 225 stations will be tied into the interconnection. Steps are being taken, under agreements with AT&T, to include other stations, which must now receive programs videotaped through the mails.

During FY 1973, the second full year of PBS operation, a total of $10.5 million from the Corporation was invested toward these activities. The total in fiscal year 1974 would be $12.2 million. During FY 1972, 1,769 total transmission hours were made available to public television stations at no cost to them. Each station has full discretion over the use or non-use of the programs made available. During the current season, PBS will transmit an estimated total of 3,848 hours to the stations for possible use. This includes 1,482 hours of program transmission and 2,366 hours of refeeds, station services, and regional split.

The programs distributed from PBS during current season came from many different public television stations.

LIST OF PRODUCTION ORGANIZATIONS RESPONSIBLE FOR SUPPLYING PROGRAMING SINCE JULY 1, 1972

Production center	Hours provided	Percentage
CTW, New York	195.00	23.60
WNET, New York	139.50	16.88
WGBH, Boston	125.75	15.21
WETA, Washington, D.C	109.75	13.28
KCET, Los Angeles	39.00	4.72
SECA, Columbia	34.00	4.11
FCI, Pittsburgh	23.00	2.78
WTTW, Chicago	23.00	2.78
KQED, San Francisco	21.00	2.54
KLRN, Austin	16.50	1.99
WITF, Hershey	14.00	1.69
WMPB, Baltimore	13.00	1.57
EETN	9.00	1.08
WQED, Pittsburgh	8.50	1.02
WNYC, New York	5.00	.60
WNJJ, Trenton	4.00	.48
KPBS, San Diego	3.00	.36
KUON, Lincoln	3.00	.36
ETV, Georgia	3.00	.35
EBN, Iowa	3.00	.35
WMVS, Milwaukee	2.50	.30
WLVT, Allentown	2.50	.30
WPBT, Miami	2.25	.27
KAET, Phoenix	2.00	.24
KUED, Salt Lake Center	2.00	.24
WPSX, University Park	2.00	.24
ETN, Mississippi	2.00	.24
KUAT, Tucson	1.50	.18
KSPS, Spokane	1.50	.18
WHA, Madison	1.50	.18
WXXI, Rochester	1.00	.12
WMHT, Schenectady	1.00	.12
KPEC, Lakewood Center	1.00	.12
WYES, New Orleans	1.00	.12
KNME, Albuquerque	1.00	.12
KOAP, Portland	1.00	.12
KUHT, Houston	1.00	.12
Gemini Programs, Ltd	1.00	.12
Maine network	.50	.06
KERA, Dallas	.50	.06
University of Minnesota	.50	.06
National Gallery of Art	.50	.06
KBYU, Provo	.50	.06
Total	826.25	99.40

Local Television Programs

Just as significant as programs produced for national distribution are programs produced by stations for both local, regional, and potential national use. For these programs the Corporation has made grants to stations of over one-half million dollars in FY 1973, allow stations to undertake the production of a program or a series of programs which is local in nature, and which when completed, would have national relevance and be offered to PBS for national distribution.

The special programming of public television stations at the local level is extremely varied. For example, many stations provide their viewers with live coverage of the proceedings of elected bodies, such as state legislatures or city councils and school boards.

OUTSTANDING PUBLIC TELEVISION COVERAGE OF LOCAL/STATE GOVERNMENTS AND PUBLIC ISSUES, JULY 1972 TO THE PRESENT

Arizona

KUAT/Tucson.— KUAT/Tucson covers Tucson City Council Meetings on a one per month basis (live). The station has also been involved in coverage of state legislature activity via their nightly magazine "Mosaic." Most recently KUAT carried the Joint House/Senate Judiciary Committee hearings on the equal rights amendment as approval for the amendment was being sought in Arizona.

California

KOCE/Huntington Beach.—Since the station first came on the air in November of 1972, KOCE/Huntington Beach has begun a series entitled the ORANGE

COUNTY REVIEW in which interviews are held with each of the mayors of the 26 cities in Orange County, California. The station also produced programs studying the minority housing situation in Orange County, the airport controversy, and an overview of the crime levels in the county.

KCET/Los Angeles.—Through the "Current Events" series at KCET, the station has conducted an investigation of the jury system as it pertains to the California Courts, coverage of the Los Angeles City Planning Commission's hearings on oil drilling in the Pacific Palisades, and a study of the effects the possible reapportionment of the California Assembly might have on Los Angeles.

KVIE/Sacramento.—The station has produced programming on the San Juan School District study of educational alternatives and local coverage of the Sacramento City Council meetings. A special program was produced on the plan to "earthquake proof" the Sacramento schools.

KPBS/San Diego.—In February of 1973 Brad Warner of KPBS hosted a discussion of the Santee Citizens Planning Commission suggestion for curbing urban sprawl. On "Ballott '72 . . . The Last Thirty Minutes" party leaders discussed the outcome of the November election. The station also produces "The City Game," a series on the public affairs of the people of San Diego. "The City Game" has included the Mayor's message to the people, the issue of downtown redevelopment, and women in the city government.

KQED/San Francisco.—KQED produces Newsroom, a five-day-a-week locally produced news program. "Bay Area Reports" is also offered by the station and is a weekly half hour series devoted to Bay Area public officials such as the mayor, the superintendent of schools, supervisors, police chief and administrators.

Colorado

KRMA/Denver.—KRMA produces the Environmental Hotline, a group of programs that has included a ½ hour program on the Environmental Protection Agency, a program on oil shale with the Department of the Interior, and a program on the Colorado Legislature's dealings on the environment.

KTCS/Pueblo.—KTCS has produced programming on the Pueblo bond issue, city council, political candidates for local elections and the Colorado legislature.

Connecticut

WEDH/Hartford.—WEDH is heavily involved in the coverage of the state legislature. In January of 1973 the station produced a full visual report from the Office of State Planning, Land Use and Water resources for Connecticut.

District of Columbia

WETA/Washington, D.C.—Besides producing such programs as Thirty Minutes With * * * Washington Week in Review, and others, WETA also produces for local audiences Metroview, a continuous series on public issues and District Digest, a half hour weekly program. In March of 1973 WETA produced Housing in Anacostia a local special produced in cooperation with the Office of Economic Opportunity. Project Desegregation was a phone-in special on the Prince George's County Busing Issue. Las Elecciones y el Hispano provided coverage of the 1972 presidential election in Spanish.

Florida

WSRE/Pensacola.—WSRE offered extensive coverage of the 1972 general election and the equal rights for women debate. The station offered 20 hours of local programming on the election alone.

WUFT/Gainesville.—During the Presidential primaries of 1972 air time was offered to all candidates and local programs were aired during the visits of Senator Jackson and Congresswoman Chisholm. During the campaign of 1972 for the House district in Gainesville both candidates for that seat appeared and a debate was aired between officials of both parties concerning the Presidential race.

WJCT/Jacksonville.—Feedback is a daily one hour program oriented to local needs and issues. The station estimates that over 35 hours were produced on the coverage of local education, 83 hours on local issues such as taxes, zoning, pollution, bond issues, and 64 hours on the coverage of state affairs. Beginning in April the station will be producing the first daily coverage of the state legislature.

WPBT/Miami.—For the coverage of state affairs, WPBT produced a program on the Tri-County Pollution Summit Hearing, the Metro Commission Meeting, the Legislative/School Board Meeting and the Legislative Hearing on Senior

Citizen Health Care. Their coverage and programming on county events includes programs on the school board meetings, community relations board meetings, and the Metro Hearing Commission meetings. Locally in Miami the station has offered programming on the Miami Beach Council Meetings.

Georgia

WETV/Atlanta.—WETV provides regular coverage of all Board of Aldermen (City Council) meetings in Atlanta as well as the briefing session in which most substantive discussion of issues prior to school board meetings are dealt with by the Atlanta Board of Education.

Georgia ETV.—The Georgia Network covered the Governor's State of the State address and budget message.

Idaho

KAID/Boise.—KAID produces a daily fifteen minute "State House Report" and a weekly state legislative issues special.

KUID/Moscow.—KUID's legislative profiles and legislative reports offer extensive coverage of the Idaho legislature. The station carried the Governor's State of the State message and provided extensive coverage for the November elections.

Illinois

WTTW/Chicago.—Continual remote coverage of the Chicago City Council is produced by the station. Illinois Politithon, a three hour presentation moderated by Hugh Downs offered a forum for the major-party candidates for United States Senator, Governor, States Attorney, Controller, Secretary of State, and Cook County States Attorney. Alderman Keane and the Coffee Rebels was a documentary produced by WTTW dealing with the upheaval between established organizational leadership in the Chicago City Council and the Youthful Organization Aldermen. The station also carried Governor Walker's address to the people.

Indiana

WTIU/Bloomington.—The station has aired live broadcasts of the Bloomington City Council meetings, the Monroe County Plan Commission Public Hearing on proposed zoning laws, and has co-produced with other Indiana public television stations the Indiana Democratic and Republican State Conventions.

WCAE/St. John.—WCAE carries weekly excerpts of the State Legislative proceedings and produces a program on the local school board twice-monthly.

Iowa

KDIN/Des Moines.—KDIN carried the Governor's address to the people, the inaugural and the budget address. In February the station carried "The People's Right to Know" from the Press Symposium held at the University of Iowa.

Michigan

WTVS/Detroit.—WTVS has produced specials on the following topics: Primary election coverage on the Congressional districts in and around Detroit, the effects of the elections, no-fault insurance: pro and con, the meaning of the elections to the black community of Detroit, abortion, and police conduct.

WCMU/Mt. Pleasant.—WCMU produces a weekly program with area state legislators. The Program consists of a report on legislative activity and provides central Michigan residents with an opportunity to question their legislators.

WUCM/University Center.—WUCM produces Day by Day, a series that has dealt with public issues such as the legal rights of children, the losers at election, utility rates, anti-abortion and pro-abortion, the power crisis, prisons, and teacher accountability. Platform was a series produced by the station consisting of eleven half-hours on area candidates for the November election. 19 Area Politics, another series produced by WUCM, included such topics as Students and Politics Re-Apportionment, crisis in education and Chicano politics.

Minnesota

KTCA/Minneapolis/St. Paul.—KTCA offers a regular weekly half-hour state public policy program. In addition the station has presented two 6-hour public television seminars on state governmental policy.

Maryland

WMPB/Baltimore.—WMPB produces a series consisting of eight parts on Congressional candidates and issues. The station also produced a special on the state constitutional amendments and local bond issues.

Kansas

KPTS/Wichita.—KPTS broadsasts gavel-to-gavel coverage of Wichita's weekly city commisison meetings.

Kentucky

Kentucky ETV.—Kentucky ETV has produced programs on the Question of Metropolitan Government, "From Legislator to Law", "Profile of a Governor", and is currently working on a program on the Rural American Development Conference.

Maine

Maine Public Broadcasting Network.—The Maine Public Broadcasting Network provides daily coverage of the State Legislature when in session.

Massachusetts

WGBH/Boston.—WGBH offers two daily news programs, the Reporters and Louis Lyons News and Comments. Besides this daily service, WGBH has also produced a phone-in program for citizens of the state regarding auto insurance, another for drug information and treatment, and a special on transportation detailing problems for the state on transportation plans and policies. Live broadcasts on the Emergency school committee meeting called by the city of Cambridge, and on the Governor's address were aired. The station also produced the film special, Are Prisons Working?

Nebraska

Nebraska ETV/Lincoln.—Unicameral '73 "Legislative Review", a weekly half hour series was the result of the legislators themselves. The Nebraska Public Affairs Unit tapes each days legislative session and then edits to form the basic content of the show. Nebraska ETV has also produced the Amendments, a pro con discussion of the amendments the people of Nebraska would be considering in the November election. State Auditor was a special program that explained procedures and forms required by the state auditor for reporting budgets by local governmental bodies. Dateline Nebraska is a Meet-the-Press type offering from the station.

New Jersey

WNJT/Trenton.—Assignment: New Jersey is produced by the Station and deals with the public issues facing the state. WJCT also carries a hard news program that airs five nights a week.

New Mexico

KNME/Alburquerque.—KNME presents regular coverage of local and state government proceedings. Government News is a weekly update on the affairs of the government by New Mexico's four members of Congress. Government Of, By, and For is a 13-part series that examines various governmental agencies. Party Point of View consists of 12 reviews of the New Mexico state legislature. Prism is a weekly magazine format program on the reports from the City Manager's Office.

New York

WLIW/Garden City.—Among the numerous offerings of WLIW in the area of of public affairs are Hempstead Town Board Meeting dealing with the Long Beach zoning request for condominium apartment housing, Oyster Bay Town Board Meeting, Governor Rockefeller's Town Meeting on Long Island, Oyster Bay-Rye Bridge Hearing and the Long Beach City Council Hearing.

WNET/New York.—In addition to producing various public issues programs for national distribution, WNET has offered approximately 21 hours this past season on the November election. Ten hours were aired on the Board of Estimate Hearings on the Forest Hill's Compromise Bill.

WXXI/Rochester.—WXXI presents coverage of school board meetings, pre-election coverage, and town meetings.

Nevada

KLVX/Las Vegas.—KLVX has produced documentaries on the hearings held on air pollution in Las Vegas, PTA Legislative Activities, venereal disease, and consolidated county planning.

Ohio

WCET/Cincinnati.—WCET has produced three programs about how the city government works, one program on the county government a program on the workings of the Ohio state legislature from the floor of the Legislature, and one program on the role of local, state and federal government's in welfare.

WGTE/Toledo.—Under the Dome is a weekly public affairs program from WGTE.

WVIZ/Cleveland.—Telecasts from the Cleveland City Council Meetings are presented live each Monday by WVIZ.

Pennsylvania

WQED/Pittsburgh.—WQED produces a daily half hour local news program Newsroom which covers all forms of local, state and national activities.

WITF/Hershey.—WITF produces a weekly program, the Public Interest, and participates along with all the stations of the Pennsylvania Network, "People, Places, and Things". The station was on the air for 50 hours running in June of 1972 acting as an emergency center for the flood. The station would relay messages and announce help available from state agencies and others.

South Carolina

South Carolina ETV.—South Carolina ETV has produced programs on Senator Edgar Brown; A Salute, a Visit With the Governor, and a special on judicial reform.

Texas

KERA/Dallas.—Newsroom, a program of local news, news analysis, and opinion, provides film coverage of Dallas and Fort Worth city council and school board meetings on a regular basis. Town Hall is a weekly forum for debate on controversial issues. It has focused on the Presidential Commission reports on population and drug abuse and has held open hearings on single-member district representation.

KTXT/Lubbock.—KTXT produces a series of 13 1–hour programs on issues facing Lubbock. The actions of the local government form the base that the series works from. This series allows phone-in segments so that the audience can question local officials.

Utah

KBYU/Provo.—American Dialogue is a weekly 90-minute program series produced by the Provo station. The pros and cons of current issues are discussed. Corpus Juris is a monthly program report from the Attorney General's office and Report from the Legislature is a similar report from the legislative branch of the Utah government.

KUED/Salt Lake City.—Civic Dialogue is an hour long program on issues facing the Utah legislature and allows audience participation by the phone-in segment of the program. KUED provides airtime to all major candidates in the state.

Virginia

WBRA/Roanoke, WSVN/Norton.—These two stations are carrying a series explaining 1973 Virginia Income Tax forms. The series will feature two members of the Roanoke office of the Virginia Department of Taxation.

Vermont

WETK/Burlington.—WETK carries Vermont Journal and Meet Your Candidates. Both are oriented to the issues of the day in this state.

Washington

KCTS/Seattle.—KCTS produces Seattle in Action, a program airing on alternate weeks and one in which the mayor and other department heads are questioned by newsmen. The station also produced Eagles in a Storm, a series of 23 programs on native American affairs which featured a number of programs on the services provided by local and state government and the Bureau of Indian affairs.

West Virginia

WWVU/Morgantown.—This station is currently producing Capitol Beat which provides weekly coverage of the state legislature.

Wisconsin

WMVS/Milwaukee.—WMVS produces a weekly open-ended series of remote broadcasts covering important meetings, etc. in the community and providing regular coverage of governmental activities. Examples of coverage includes: School Board Meetings, Public Hearings on the Future of Lake Michigan, and County Board Meetings.

OUTSTANDING PUBLIC TELEVISION COVERAGE OF LOCAL/STATE GOVERNMENTS AND PUBLIC ISSUES (OCTOBER 1971 TO JUNE 1972)

California

KVIE/Sacramento.—The station has produced programming on the Sacramento City-County reorganization and public affairs special on Sacramento County land use.

KCET/Los Angeles.—Through the "Current Events" series at KCET, the station has produced a documentary on the effect of the 18-year-old vote ruling in Los Angeles; covered a meeting of the Los Angeles Community College's Board of Trustees, the City Planning Commisison's public hearings on oil drilling in Pacific Palisades, public hearings of the President's Committee on Health Education, and the police/community relations hearings of the California Senate Committee on the Administration of Justice; and investigated the possibility of reapportionment of the California Assembly and Senate and the jury system as it pertains to California Courts.

KPBS/San Diego.—KPBS aired a number of programs on site planning for the 1972 Republican Convention entitled "Convention Update", programs on various propositions before the voters, and programs on "Chicanos on the Move". "The City Game", a series on the public affairs of the citizens of San Diego, dealt with issues of city planning, downtown redevelopment, Federally subsidized housing, etc.

Colorado

KRMA/Denver.—The station produced a series of programs on the legislature and 1972 candidates in addition to single programs on the administration of justice and a "Fact Finders' Report" on the Committee on Health Education.

District of Columbia

WETA/Washington, D.C.—WETA carried a weekly public affairs series "Open Air" which included specials on "The Right to Read" in cooperation with the Office of Education and on freeways.

Florida

WSRE/Pensacola.—In 1971 WSRE extensively covered local and state governmental activities including programs on corporate tax, zoning and anti-zoning forums, judicial reform, and busing.

WUSF/Tampa.—Using a remote unit and heavy editing, the station covered a meeting of either the county commission, school board, or city council each week and edited it for a one hour presentation.

WUFT/Gainesville.—During the period from fall, 1971 to the present WUFT has covered, without exception, all local and statewide elections and referenda. This includes all primaries, elections and run-offs. Agencies include school board and county licensees (Alachua) Gainesville City Commission, Alachua County Commission, Governor and State Cabinet, public service commission, and all elections for local, county, circuit and state judiciary up to and including the state Supreme Court.

Georgia

Georgia ETV.—The Georgia Educational Television Network provided coverage of the General Assembly including daily reports while in session and programs on reapportionment.

Idaho

KUID/Moscow.—While the legislature was in session KUID carried weekly programs entitled "Legislative Reports". In addition they produced programs on the Idaho Campaign.

Illinois

WTTW/Chicago.—For the first time official hearings were held within a television studio when the U.S. House of Representatives Select Committee on Drugs and Drug Abuse held three days of hearings dealing with drug abuse in Chicago area schools in the WTTW studio. WTTW also aired hearings on the use of Federal housing funds in the Chicago area held by Housing Subcommittee of the U.S. Senate Committee on Banking and Currency.

Indiana

WTIU/Bloomington.—Beginning in September of 1971 WTIU has broadcast 29 Bloomington City Council Meetings.

Iowa

KDIN/Des Moines.—KDIN produced a series of 14 programs entitled Iowa Press which included all of the major local and state political candidates. The Des Moines City Council Debates were aired as well as the Iowa Governor's Press conference.

Kentucky

WKPC/Louisville.—In September of 1971 WKPC covered a special Jefferson County Board of Education Meeting. The station also carried the special emergency press conference in which the Mayor of Louisville instructed the populous as to the evacuation procedures in certain parts of the city due to a chlorine barge mishap on the Ohio River.

Massachusetts

WGBY/Springfield.—WGBY provided live coverage of the final public hearing provided by the Massachusetts Commission on Cable Television. Included in the telecast were phone-in sessions in which questions asked were relayed by the moderator to the members of the full commission.

Michigan

WTVS/Detroit.—WTVS produced documentaries on No-Fault Insurance, racism in the military, Phase II, Detroit Cable Commission Hearings, regional vs. local government, and the city charter. The station also provided coverage of the primaries held on the state and local levels.

Michigan

WUCM/University Center.—WUCM produced for the 1971–72 season Day by Day a series that presented such people and topics as F. Lee Bailey on the law, the sheriff of Genesse County on reform in the prisons, and the Michigan Department of Natural Resources on the Saginaw oil spill. The program did indepth reports on the school busing situation in Pontiac and a program was aired dealing with the use of video-tape in the courts.

Maryland

WMPB/Baltimore.—WMPB did a special on the Baltimore City Bond Issues in the 1971 City elections. In January of 1972 the station provided coverage of the Baltimore City hearings on the proposed expressway, the Governor's address to the people, and the State of the Judiciary report. From January to April of 1972 the station carried a weekly one-hour program Point Blank which concentrated on the Maryland State Legislature.

Nebraska

Nebraska ETV.—Nebraska ETV aired a series Unicameral '72 in which footage from the legislative session was offered with no comment from news personnel. The station also held interviews with the various representatives in the legislature. The station also produced a documentary on the 18-year-old vote.

New Jersey

WNJT/Trenton.—Candidates, a production of WNJT, allowed congressional candidates a 30-minute program and a 5-minute program to use as they saw fit. Senatorial Candidates were allowed the 30-minute programs and they two five minute programs. The station also carried five hours of the Governor's Hearings on Tax Policy.

New Hampshire

New Hampshire Network.—In keeping with the prominence of New Hampshire as the first of the presidential election primaries, the New Hampshire Network interviewed Candidates McCloskey, McGovern, Ashbrook, Yorty, Hartke, and the head of the Committee to Reelect the President in New Hampshire. The Network provided extensive coverage to candidates on the state and local level and provided the results of the New Hampshire survey of 2500 voters on their preferences for the Presidential Primary. The Station also carried the monthly news conference of New Hampshire Governor Walter Peterson.

New York

WLIW/Garden City.—From Monday to Friday, WLIW presents a local news report Community Calendar informing their audience of the events and issues of the Long Island community. The station also provided coverage of a town meeting on the need for day care centers in the area. Profile Long Island includes topics on government and current issues as well as other topics.

WNET/New York.—WNET carried over 64 hours on the coverage of the Knapp Commission on Police Corruption, as well as providing coverage of the transportation bond issue, the special session of the New York Legislature, public transit hearings, the Scott Commission on City Government Operations, the Hesburgh Commission, the rights of Puerto Ricans and the East Side Crime Commission.

WXXI Rochester.—WXXI carried the State Legislative Hearings on Abortion, Legislative Hearing on Child Abuse, and provided coverage of the special session of the New York Legislature.

Ohio

WGTE/Toledo.—Beginning in November of 1971 WGTE began carrying three hours a week of Toledo's City Council meetings.

WVIZ/Cleveland.—WVIZ broadcasts the Cleveland City Council Meetings each week. The station also provided coverage of the candidates and their platforms in preparation for the November 1971 elections. The station airs a program Council Issues when necessary and not on a regular basis.

Pennsylvania

WITF/Hershey.—WITF produces Downstairs Studio, a local interview program that has touched upon such topics as Women in the Pennsylvania Police Department, public safety and the Environmental Action Council.

WVIA/Scranton.—The station produced a five-part program series entitled A Look at Home Rule. WVIA also offered coverage of Governor Milson Shapp's message to the people of Pennsylvania after the flood.

WPSX/University Park.—WPSX has carried the Governor's Legislative address, produced a program entitled As the Governor, and offered a program on State Income Tax.

South Dakota

South Dakota PTV Network.—The South Dakota Network carried the Governor's address to the people, as well as the response to his message by the Legislature. The station produced programming on the reapportionment issue in South Dakota, and the report of the Constitutional Revision Commission.

Tennessee

WKNO/Memphis.—The station broadcasts one and a half hours weekly of city council meetings, county court meetings, and various reports on the state legislature.

Texas

KERA/Dallas.—KERA produces two news programs, Newsroom and Town Hall. The station through these shows and a series of specials has covered extensively events and rappengings in the government on both the state and local level.

KTXT/Lbubock.—Beginning in the fall of 1971 KTXT produced a series that relied heavily on the actions of city and county government to form the basis of this program series. Programs covered such topics as charges of police harrassment by minority groups, job discrimination, welfare programs, revenue sources, and the state of the city government.

Utah

KBYU/Provo.—American Dialogue, produced by KBYU is a live ninety-minute program featuring guests speaking on the pros and cons of various national, state and local issues. Guests have included all major candidates for office in Utah.

Vermont

WETK/Burlington.—The Vermont station provided a program Vermont Journal in November of 1971. For the 1971 election in November the station carried a program Meet Your Candidates a show in which candidates from both parties expressed their stand on issues involved in the campaign. The station provided coverage of the Governor's State message and the budget message. The station also did a program on the bill to aid the education of handicapped youngsters.

Wisconsin

WMVS/Milwaukee.—The Milwaukee station provided airtime to the common council for Public Hearings on the City-County Budget. The station offers programming reports on the City Council, health and social services in the state, housing problems, the state's judicial system, and Milwaukee school board meetings.

The examples of service to their own local audience by public television stations is a lengthy and proud record of service, one which is worthy of the support given by the Corporation for Public Broadcasting.

Growth of Public Television

In acting as the overall steward of public broadcasting, the Corporation has been heartened by a number of signs of growth and increasing strength by public television.

Reported income (unduplicated) from all sources for public broadcasting in the United States has risen from $123 million in FY 1969 to $229 million in FY 1972. In FY 1973 reported income from all sources is expected to reach nearly $248 million. The Federal contribution, which includes all sources of Federal funds provided directly to the stations, CPB and all other public broadcasting agencies rose from $12 million to $60 million between 1969 and 1972. Continued growth of non-Federal funding throughout the same period provides reassurance that each increase in Federal support has augmented rather than substituted for financial support which public broadcasting receives from other non-Federal sources.

Between FY 1969 and FY 1972, the number of public television licensees grew from 123 to 140 and the number of stations rose from 186 to 223. By the end of FY 1974, the number of licensees is expected to reach 155, the number of stations, 255.

The population of the areas served by public television has increased from 144 million in 1969 to 161 million in FY 1972; from about 71 percent to about 77 percent of the total U.S. population. It is apparent that the incremental cost of reaching additional units of population will rise. However, the areas not yet reached by a PTV signal, especially the large regions of low population density, are considered vital parts of the ultimate national PTV system. It is with this problem of service for the difficult-to-reach groups in mind that the Corporation in 1971 initiated its collaborative effort with the Department of HEW and the National Aeronautics and Space Administration. This cooperative venture contemplates development of a program which is intended to bring the benefits of technology to bear on the distribution of educational programs in the areas which are difficult or costly to reach through more traditional methods.

A second serious problem facing public broadcasting is the improvement of reception in those areas with established PTV service still imperfectly served. For example, at the end of FY 1972 more than half of the public TV stations transmitted on UHF bands (131 UHF to 92 VHF). These stations are at a serious disadvantage because of the reception problems of the UHF band. Improvements in quality of service for established service areas at reasonable cost continues to be a matter of active study and concern to both the Corporation and the affected licensees.

In the period FY 1969–1972, the total number of hours broadcast by PTV licensees increased from 446,000 to 704,000. This represents an increase from an average of 3,626 to 5,029 hours for each licensee or, 2,398 to 3,157 hours for each station—increases of about one-third.

One of the tasks set forth in both the Public Broadcasting Act and the Carnegie Report was that of training and development of personnel for public broadcasting. In the period between FY 1969 and FY 1972, full-time employment by the PTV licensees rose from 4,825 to 6,188, an increase in average staff size of each licensee from 39 to 43. Total part-time employment also increased from 1,716 to 2,109 for all licensees during the same period.

Public television has extended its reach, increased the number and the diversity of its licensees, increased the total number of hours broadcast as well as the average hours broadcast by each licensee, is developing a skilled professional staff, and is serving a larger proportion of the population with higher quality programs.

The improvement in quality of public broadcasting programs may not only be indicated by the increase in weekly viewers. Numerous awards attest to critical acclaim for the program offerings of the system. Only this week, for example, "All Things Considered," NPR's nightly magazine of the air, was awarded the coveted Peabody Award for excellence in radio broadcasting. Critical acclaim and the general indication of increase in number of weekly viewers is reassuring; however, the traditional audience rating or evaluation schemes have proven to have limited relevance in dealing with the problems of measurement of effectiveness of special programs intended for selected viewers. It is in order to measure the effectiveness of these programs that the Corporation, with support of non-government funds, will develop offices to coordinate public broadcast surveys within the local service areas—four in FY 1972, increased to nine in FY 1973.

Instructional Programing

The instructional thrust of public broadcasting dates from the very beginning of noncommercial broadcasting. Indeed, before there was public broadcasting there was educational broadcasting. In many ways, the great majority of public television's offerings are educational in a broad sense, and fully 34 percent of all the on-air hours of all public television air time was strictly instructional (ITV) during FY 1972.

During the months when public schools are in session, the average broadcast hours for instructional programs reached 43 percent of all hours of public broadcasting.

In absolute numbers of hours, also, instructional programs have been rising: in FY 1970, there were 201,000 hours of ITV out of a total of 587,000 hours of public television; in fiscal year 1972 there were 241,000 hours of ITV out of a total of 704,000 hours of public television broadcast.

Certainly the best known and most successful use of television to assist learning is "Sesame Street," which receives part of its funding from the Corporation. "The Electric Company," also produced by the Children's Television Workshop, has gained critical acclaim in teaching reading skills to slightly older children.

In another area of critical importance, public broadcasting has provided the only national prime-time attention to the problem of venereal disease in the nation.

ACNO

Many organizations are members of the Advisory Committee of National Organizations of the Corporation. The 35 members of this Committee have been meeting with Corporation leaders regularly since its establishment in 1969. Representing national organizations as diverse in interest as the National Association of Manufacturers, the American Bar Association, Consumer Federation of America, American Medical Association, AFL–CIO and thirty others, the Committee provides valuable counsel to the Corporation's decision making process. The advice and recommendations of the Advisory Committee are expected to play an even more important role in the Corporation's decision making in the future.

Radio Development

The development of the nation's public radio stations is a task that receives a great deal of attention by the Corporation.

The most sigificant step which has been taken by the Corporation was the establishment of National Public Radio, an organization which serves as the interconnection manager among the nation's qualified public radio stations.

The term "qualified public radio station" indicates that a given station meets minimum requirements in terms of broadcast hours, transmission capability and station personnel.

There are some 600 noncommercial radio stations in the country and 128 of these currently meet the minimum standards, an increase of 75 stations from the end of FY 1969. Both the Corporation and NPR are constantly working with a number of nonqualified stations to assist them in meeting the necessary minimum standards, and it is estimated that by the end of FY 1974 the number of qualified stations will be 175.

Community Service Grants from the Corporation to these radio stations totaled $627,000 in FY 1970, $961,300 in FY 1971 and $1,586,000 in FY 1972. The current FY 1973 budget contains $1,626,000 for the program. At the present time, these grants range in amount from $8,500 to $15,000 depending on the stations operational characteristics.

Such funds have been used primarily to increase the number of staff members, to expand local production and programming efforts, and to increase the number of hours on the air.

In addition, the Corporation for Public Broadcasting has established three special grant categories to aid public radio stations.

The Public Radio Production Unit project, with a current budget of $515,000 is designed to provide significant grants to individual stations on a competitive basis to enable them to establish special major programs, such as an ombudsman service, or a musical recording facility—many products of which can be made available to all public radio stations. Production units also serve as demonstration projects which are indicative of public radio's potential for local service given more adequate funding.

Another grant program makes possible grants to unqualified public radio stations to enable them to meet the minimum qualifications.

The third program, designed for major population centers not now being served by public radio stations, permits either the upgrading of a current station or the establishment of a new station to bring full service to the listeners in the area served.

The chief program offering to the members of NPR is the 90-minute daily sound magazine, "All Things Considered," which treats as wide a variety of subjects as its title implies. In 1972 "All Things Considered" received approximately 884 program segments from public radio stations. In fact, 85 percent of the stations contributed materials during the year. Additional regular NPR programs include the audio portion of "Firing Line," broadcasts of speeches before the National Press Club, and addresses at the Ford Hall Forum. In addition NPR, which has been on the air only since May of 1971, has distinguished itself by providing nearly 250 hours of live coverage of governmental hearings. Examples of radio program services during the past year follow:

OUTSTANDING PUBLIC RADIO PROGRAMING—SPECIAL SERVICES (1971–72 SEASON)

WAMC–FM, Albany, New York: A special two-way medical network keeps physicians informed and up to date on modern medical practices and problems.

KTDB–FM, Ramah, New Mexico: Programming is all in the Navajo language as the station seeks to serve the specific needs of an isolated Indian community of 3,000 people.

KSJN–FM, KSJR–FM, KCCM–FM, Minnesota: Utilizing sub-carrier capability, these stations provide special programming, 17 hours per day, designed specifically for the blind. This effort is in conjunction with the Minnesota state agency for the blind.

WEPR–FM, Greenville, South Carolina: As above, 12 hours per day of programming for the blind.

WOSU–AM–FM, Columbus, Ohio: A local radio "Ombudsman" investigates consumer complaints.

WBAA–FM, Lafayette, Indiana: More than 3,000 students monitor college courses broadcast in cooperation with Purdue University.

OUTSTANDING PUBLIC RADIO PROGRAMING—MUSIC (1971–72 SEASON)

Since music (like radio) is for the ear and not for the eye, music programming constitutes a major portion of each public radio station's broadcast day. In the main, music programming is of a classical nature, and in many cases public radio stations are the only stations in their communities providing a serious music service. They do not limit themselves to this, however, and may offer jazz, folk music, ethnic music, etc. Most stations follow a policy of providing what is not being provided by other local stations.

Much music programming is produced locally, either with recorded music or live local music organizations. Stations do, however, contract with national production organizations to acquire musical "packages" for local transmission (i.e. The Boston Symphony Orchestra, The Philadelphia Orchestra, The Metropolitan Opera, The Cleveland Orchestra, etc.) National Public Radio also supplies substantial music programming for local station use.

Examples of locally produced music programing

KIOS–FM, Omaha, Nebraska: Concerts of the Omaha Symphony Orchestra.

WGUC–FM, Cincinnati, Ohio: Concerts of the Cincinnati Symphony Orchestra.

KSJN–FM, Minneapolis, Minn.: Concerts of the Minneapolis Symphony Orchestra.

WAMC–FM (Albany, New York), WFRC–FM (Amherst, Massachusetts), WGBH–FM (Boston, Massachusetts): Concerts of the Tanglewood Music Festival.

WIAA–FM, Interlochen, Michigan: Concerts of the National Music Camp, Interlochen.

Examples of Music Programing From National Public Radio

"Festival U.S.A.": a sampling of diverse festivals across the country, highlighting blues, country, folk, jazz, classical, as well as interviews with performers.

"Concert of the Week": a series of concerts recorded live throughout the United States and abroad.

"The Creation" by Joseph Haydn. The National Symphony Orchestra under direction of Antal Dorati.

Recital by pianist Glenn Gould. In cooperation with the EBU.

"Don Carlo" by Verdi. Production by Carlo Maria Ciulini at Covent Garden. In cooperation with Angel Records.

"Maria Stuarda" by Donizetti. Sopranos Beverly Sills and Eileen Farrell.

"The Rising Generation", the Karajan Conductor's Competition held in Berlin, September 1970. In cooperation with the EBU.

United Nations Day Concert. Soloists Isaac Stern, Alexander Schneider, Mieczyslaw Horszowski, Rudolf Serkin and Eugen Istomin. The United Nations Chorale under the direction of Don Read, and the Manhattan School of Music Choir under the direction of Robert Hickok.

"Padmavati" by Albert Roussell. In cooperation with the EBU.

World premiere broadcast of "Treemonisha" by Scott Joplin. Original cast performance by Louise Parker, Seth McCoy, Alpha Floyd and Simon Estes. The Atlanta Symphony under the direction of Robert Shaw.

Easter special, "Masses". Produced by CBC.

"Saul and David" by Carl Nielsen. Produced by Danmarks Radio in Copenhagen in cooperation with the EBU.

"The Music Has Always Been There" by the Paul Hill Chorale.

"RVW—A Musical Biography". About Ralph Vaughan Williams, English composer.

"The Messiah" by Handel. The University of Cincinnati College—Conservatory of Music under the direction of Elmer Thomas.

Inaugural Concert by the Philadelphia Orchestra under the direction of Eugene Ormandy (live).

Delayed broadcast of Haydn's Requiem in Time of War, with the New York Philharmonic under the direction of Leonard Bernstein.

"Let the People Sing" competition. Results yet to be broadcast.

"Christophe Colomb" by Darius Milhaud. In Cooperation with the EBU.

OUTSTANDING PUBLIC RADIO PROGRAMING—DRAMA (1971–72 SEASON)

The CPB funded "Earplay" project at the University of Wisconsin (Madison) is now in its second year of producing dramatic programing for use by public radio stations. The project draws on works from established authors and playwrights, as well as original works of new, young talent. During the past year, "Earplay" released 3 albums (2 records each) of recorded dramatic works, which were distributed free to public radio stations.

The CPB funded National Center for Audio Experimentation, also at the University of Wisconsin (Madison) produced 12 dramas utilizing the new techniques of binaural and quadrophonic sound. The dramatic works were produced on audio tape and distributed to stations having stereo transmission capability. (This project also produced sound effects albums and albums of music specially composed and performed on a Moog synthesizer. The musical compositions have been widely used by local stations and National Public Radio as music bridges and background themes.)

National Public Radio also distributed dramatic programs for use by local stations. Some examples have been:

Alexander Solzhenitsyn's Nobel lecture on literature, read by Paul Scofield.
"Soundstage", an anthology of radio drama produced by the CBC.
"The Jarrott Syndrome" by Mort Forer.
"Marygoid Ravine" by James G. Harris.
"Mrs. Dally Has a Lover" by William Henley.
"All That Fall" by Samuel Beckett.
"Where Does a Giant Gorilla Sleep?" by Leo Simpson.
"Five Minutes More" by Francoise Loranger.
"Tinker's Damn" by Marion Waldman.
"Venus and the Magi" by James Nichol.
"Three-Part Invention" by Anne Leaton.
"Kingdom of the Blind" by W. H. Stewart Boston.
"A Fish in the Sea of Tranquility" by Leo Simpson.
"Pongos" by Frederick Spoerly.
"Tinaatowa Lost" by James Nichol.
"The Last Good Show of Them All" by BBD.
"Ethel and Albert" a series of 15-minute radio shows produced by NCAE.

OUTSTANDING PUBLIC RADIO PROGRAMING—SPECIAL EVENTS (1971–72)

The following are some examples of special event programming provided through National Public Radio to local stations:

National Press Club Luncheon: Considered the most venerable of the world's press clubs, the National Press Club achieved the reputation of being a "Forum for the World". Since its first broadcast on May 7, 1971, NPR has broadcast live over 100 speeches from that forum. Speeches were made by such people as:

Elliot Richardson
Sen. Birch Bayh
Richard Lugar
Darryl Zanuck
Sen. James Buckley
Lt. Gov. Lester Maddox
David Scott, James Erwin, Alfred Worder (astronauts)
Jerry Wilson, D.C. Police Chief
Gov. George Wallace
Walter Hickel
President Tito of Yugoslavia
Ralph Nader
Dr. Sidney P. Marland
George Schultz
Leonard Woodcock
Richard Scammon
King Hussein of Jordan
Rep. Shirley Chisholm
John Volpe
Sen. Robert Dole
Lawrence O'Brien
Roberta Peters
John W. Gardner
Gov. Nelson Rockefeller
Rep. Wilbur Mills
Gov. Ronald Reagan
Rowland Evans and Robert Novak
Bernadette Devlin
Robert Finch
James R. Hoffa
Robert Strauss

Symposiums-Seminars-Lectures: The following were carried by National Public Radio.

Symposium—"The U.N. Second Development Decade."

U.N. General Assembly Debate on Admission of Communist China.

"U.N. Conference on the Human Environment" held in Stockholm, Sweden.

U.N. debate on India-Pakistan War.

U.N. address by U.S. Secretary of State William Rogers.

Joseph P. Kennedy, Jr. Foundation symposium—"Choice on Our Conscience."

Boston Museum of Science symposium—"The Quality of Life in America."

Brown University symposium—"Arms Control."

National Farm Institute symposium: address by Secretary of Agriculture Earl Butz.

Woodrow Wilson Center for Scholars seminar series—"Dynamics of the American Political System 1972: Trends and Directions."

LBJ Library civil rights symposium—"Equal Opportunity in the United States."

"American Conservatives Confront 1972," hosted by William F. Buckley, Jr.

Robert F. Kennedy symposium—"Perspectives on American Culture."

Special program—"Speaking of Wilderness."

NASA-Boston University symposium—"Life Beyond Earth and the Human Mind."

Symposium—"The Treatment of Chronic Pain."

Lectures

"The Reith Lectures"—"Culture and Communication."

"The Doubleday Lectures" series—"Technology and the Frontiers of Knowledge."

1971 and 1972 "Ford Hall Forum" lectures series.

Address by Lyndon B. Johnson—"America Tomorrow: Will We Hang Together or Will We Hang Separately?"

"Jefferson Lectures in the Humanities:

1972: Lionel Trilling—"Mind and the Modern World."
1973: Erik Erikson—"Dimensions of the New Identity."

Address by James Baldwin—"What Does It Mean to be Black?"

Address by Dr. Robert Butler—"Aging in America—The Golden Years."

"Nobel Lecture on Literature."

Address by FCC Commissioner Benjamin Hooks on broadcasting's responsibility to blacks.

Address by James R. Hoffa on prison reform.

Address by Attorney General John Mitchell.

Address by Senator George McGovern.

Address by FCC Commissioner Nicholas Johnson—"Financing for Public Broadcasting."

Address by Vernon Jordan, Executive Director of the National Urban League—"End of the Second Reconstruction?"

International

Meeting on "War and the Law" from American Society of International Law.

Iowa State University Institute of World Affairs lectures on "The Role of the Military in the World."

University of Wisconsin-Milwaukee Institute of World Affairs lecture series on "Contemporary World Problems."

U.S. House of Representatives Foreign Affairs Subcommittee on National Security Policy and Scientific Development Hearing/Symposium Series—"National Security Policy and the Changing World Power Alignment."

"A Conversation with Chou En-Lai."

"The Life and Times of Mao Tse-tung."

(3) Special programs—"Cross-Country Checkup" on anti-Americanism in Canada; Canada's role in the American fuel shortage; Canada's role in the Vietnam truce.

"Northern Ireland: Voices From the Precipice."

Premier Kosygin's press conference from Ottowa, Canada.

Conference-Association Meetings

White House Conference on "The Industrial World Ahead."

American Society for Public Administration Conference on "Creating Tomorrow's Public Administration."

1971 and 1972 American Association for the Advancement of Science Annual meetings.

1972 Democratic and Republic National Convention coverage.

"Environment '72" Conference from Denver, Colorado.

American Bar Association Annual Meeting held in San Francisco, California.

International City Management Meeting held in Minneapolis, Minnesota.

"Self and Others" series recorded at the American Psychological Association Convention held in Honolulu, Hawaii.

American Foreign Service Association Meeting—"Honest Field Reporting."

Consumer Federal of America Meeting—"Consumer Assembly '73."

National Governors' Conferences.

International Platform Association Meetings.

Black Welfare Conference.

Outstanding Public Radio Programing—Congressional Hearings broadcast by NPR to all member stations.

In broadcasting unedited and uninterrupted hearings before House and Senate committees and subcommittees, National Public Radio offers listeners the opportunity to experience the legislative branch of the government in action.

Date	Committee	Hearing topic	Number of hours
July 20, 1971	Senate Foreign Relations, Chairman Senator William Fulbright, Democrat, Arkansas.	Mainland China	1.
July 21 to 23, 1971 and September 22, 1971.	Senate Select Committee on Small Business, Subcommittee on Monopolies, Chairman Senator Gaylord Nelson, Democrat, Wisconsin.	Mood drugs	10:35.
July 30, 1971	Senate Judiciary Subcommittee	Constitutional amendment allowing 18-year-old vote.	3.
September 29-30, 1971	Senate Subcommittee on Constitutional Rights.	Freedom of the press	5.
November 4, 1971	Senate subcommittee	Financial disclosure legislation.	3.
November 5, 1971	Senate Commerce Subcommittee	Environment-Detergents	1:30.
November 17, 1971	Congressional Black Caucus	Racism in the military	2:30.
November 18, 1971	Senate Committee on Agriculture and Forestry.		4:30.
November 29, 1971	Senate Select Committee on Aging (from Minneapolis, Minn.).		6:30.
December 7, 1971	Senate Select Committee on Nutrition		2:25.
December 15, 1971	Senate Subcommittee on Juvenile Delinquency.		2.
February 1 to 2, 1972	Senate Subcommittee on Constitutional Rights, Chairman Senator Sam Ervin, Democrat, North Carolina.	Freedom of the press	5.
Feb. 28 to 29, 1972: Mar. 1, 1972.	Senate Judiciary Committee, Subcommittee on Administration Practices and Procedures, Chairman Senator Edward Kennedy, Democrat, of Massachusetts.	Amnesty for deserters	9.
Mar. 6 to 7, 1972	Congressional Black Caucus, Chairman Representative William L. Clay, Democrat, of Missouri.	Mass media and the black community.	8:15.
Mar. 17, 1972	House Committee on Government Operations Subcommittee on Foreign Operations and Government Information Chairman Representative William Moorhead, Democrat, of Pennsylvania.	Freedom of information	3.
Mar. 21 to 24, 1972	Senate Subcommittee on Communications, Chairman John O. Pastore, Democrat, of Rhode Island.	The Surgeon General's Report on the Effects of TV Violence on Children.	12:35.
Apr. 10, 17 to 20, 1972	House Committee on Interior and Insular Affairs, Chairman Representative Wayne Aspinall.	Fuels and energy crisis	13.
Apr. 17 to 18, 1972	Senate Foreign Relations, Chairman William Fulbright.	U.S. involvement in Vietnam.	15:50.
May 1, 3 to 5, 1972	Senate Antitrust and Monopoly Subcommittee, Chairman Senator Philip A. Hart.	Failure of Federal housing programs.	11:50.
May 3, 1972	Senate Subcommittee on Oceans and International Environment, Chairman Senator Clayborn Pell, Democrat, of Rhode Island.	Stockholm Conference on the Human Environment.	2.
May 4 to 10, 1972	Senate Foreign Relations, Chairman William Fulbright.	U.S. involvement in Vietnam.	15:5.
May 15, 17, 18, 22, 1972; June 13 to 15, 1972.	House Select Committee on Crime, Chairman Representative Claude Pepper, Democrat, of Florida.	Crime and organized sports	21.
June 19, 21, 26, 28, 29, 1972	Senate Foreign Relations, Chairman Senator William Fulbright, Democrat, of Arkansas.	Ratification of SALT treaty	15:30.
June 22, 1972	Joint Economic Committee, Chairman Senator William Proxmire, Democrat, of Wisconsin.	Construction of Alaska pipeline.	3:45.

Interconnection Services

The Corporation for Public Broadcasting, having set into place the bulk of the physical facilities to allow minimum operation of the two interconnections, fully intends to pursue the further development of the public broadcasting media of the United States so as to meet the Congressional mandate of providing "an expression of diversity and excellence," and a system whereby the nation's noncommercial radio and television stations can offer program materials (*not otherwise available through commercial sources*) to the American people.

Much of the work which remains to be done in public broadcasting is at the local station level. The Corporation is committed to providing the maximum degree of assistance possible to permit local public radio and television stations to develop as each individual situation is perceived and a plan is formed by the management of the broadcasting facility.

Further, the Corporation intends, to the maximum extent possible under availability of funds, to continue to encourage the development of quality local programing by public radio and television stations for national as well as local distribution.

Technological Development

Finally, in a field whose technological parameters are in all probability yet to be conceived, to say nothing of developed, the Corporation will continue to take the lead in assuring that the development of the hardware of broadcasting benefits public broadcasting.

Already, the Corporation has been active in connection with the National Aeronautics and Space Administration and the Department of Health, Education, and Welfare in experiments which are currently providing live radio broadcasts to Alaska by utilizing the ATS–1 satellite. When the ATS–F satellite is launched and when in position, it will be possible to enter into an experiment to provide Alaska and the Rocky Mountains with live television signals.

The Corporation has been active in seeking a place for public broadcasting signals on any commercial broadcasting satellite which might be launched.

At the experimental centers funded by the Corporation—at WHA radio in Madison, Wisconsin for that medium, and at the National Center for Experiments in Television at KQED in San Francisco—professional broadcasters are being joined by creative talent from a variety of disciplines to explore the other uses to which radio and television can be put. Grants of nearly $100,000 to the radio unit and of $150,000 to the television unit were made in the current year by the Corporation.

In summary, then, the Corporation for Public Broadcasting is active in working with all elements of the public broadcasting industry in the development of every area of noncommercial radio and television in this country.

Programs of high quality from various sources are being made available to the stations, and ever increasing attention is being given to strengthening public broadcasting's diverse elements, especially local stations.

The interconnections for both public radio and television are in place and growing so that each station may broadcast programs of their choosing.

Finally, both implicitly and explicitly in each of the activities of the Corporation for Public Broadcasting, the organization *is* carrying out its purpose and functions and engaging in its activities in ways that will most effectively assure the maximum freedom of the noncommercial television or radio broadcast systems and local stations from interference with or control of program content or activities.

Senator PASTORE. Our next witness is Mr. Clay T. Whitehead. Mr. Whitehead, we are privileged to have you as a witness during these hearings. You have a written statement and you may proceed in your own right.

STATEMENT OF CLAY T. WHITEHEAD, DIRECTOR, OFFICE OF TELECOMMUNICATIONS POLICY ON PUBLIC BROADCASTING AUTHORIZATIONS

Mr. WHITEHEAD. Thank you very much, Mr. Chairman.

I welcome this opportunity to appear before you today to discuss the two pending public broadcast authorization bills, S. 1090 and S. 1228.

Senator PASTORE. Put the microphone closer to you, please, Mr. Whitehead.

Mr. WHITEHEAD. Certainly.

Federal funding of public broadcasting presents a dilemma. On the one hand, there is a need for the Government to support public broadcasting. On the other hand it should be insulated from Government interference. The Public Broadcasting Act of 1967 attempted to deal with this dilemma by creating a system based upon the "bedrock of localism" and, by creating an institution—the Corporation for Public Broadcasting—to serve the needs of the local stations.

Now, unquestionably, the Corporation in the few years of its existence has made important contributions to our Nation's educational and cultural life. In view of these achievements and the promise of educational broadcasting in general, this administration has demonstrated its support. We have sought increased appropriations for the Corporation, from $5 million in fiscal year 1969 to the present $45 million requested in fiscal year 1974.

Moreover, the administration has supported steady increases in funding for the educational broadcast facilities program.

Nonetheless, despite public broadcasting's positive achievements, there have remained serious deficiencies. The purpose of the 1967 act was to prevent local stations from ever becoming mere conduits for the programing of centralized production sources. But there was a tendency toward centralized program decisionmaking by CPB and PBS, its wholly funded interconnection service.

Interconnection was viewed by the Congress primarily as a means of program distribution and not as a means of establishing a fixed-schedule network. But the distribution of programing over the interconnection system by PBS has amounted to precisely the kind of federally funded "fourth network" which the Congress sought to avoid. Such a monolithic approach to public broadcasting is inimical to the letter and spirit of the Public Broadcasting Act.

Another problem area is the funding of public affairs programs. Public affairs and current events programs are important components of public broadcasting's contribution to the flow of information. Indeed, this type of programing is recognized as part of every broadcaster's responsibility under the Communications Act of 1934. But there is great concern regarding the use of Federal appropriations to produce and disseminate such programing at the national level. This is especially true in view of the tendency to centralize its production facilities in New York or Washington. In short, reliance on Federal moneys to support public affairs programing is inappropriate and potentially dangerous. Robust electronic journalism cannot flourish when Federal funds are used to support such programing.

All of these problems affecting the structure and the operations of public broadcasting vitally affect the issue of long-range funding. It is, of course, possible to amend the Public Broadcasting Act to convert the system into one built upon the concept of a centralized network. The Congress could then consider long-range funding for such a system. But unless and until Congress abandons public broadcasting as a community-centered enterprise, multiyear funding must await the resolution of the present uncertainties and deficiencies.

The problems facing public broadcasting in 1973 are quite similar to those that confronted the Congress in 1967. There is no greater rationale now for large-scale, multiyear funding now than there was then.

In 1967, the question of public broadcasting's role was vigorously debated. The debate was thorough and resulted in legislation which placed the stress upon localism—a system in which control would flow upward from strong local stations to the national entities. The future funding of such a system, which was the result of much thoughtful and constructive debate, should be right rather than rapid.

We must support public broadcasting, both for what it has accomplished and for its future promise. This is the reason the President is requesting measured increases in funding for CPD.

With this as background, then, let me turn to the specifics of S. 1090. First, the level of funding is, in my judgment, too high. When all of the demands of the Federal budget are considered, it is impossible to devote $140 million to public broadcasting in fiscal years 1974 and 1975.

Second, until the basic problems that I have discussed are resolved, the Congress should review the funding authorizations annually and observe the Corporation's progress in dealing with these problems.

The administration's bill—S. 1228—provides for the sound development of public broadcasting by extending for 1 year CPB's current authorization. This 1-year extension would allow for the growth of public broadcasting to proceed soundly while all elements of the system make progress in resolving the issues under debate.

Continuing the administration's record of requesting increased funds for public broadcasting, the authorization would add $10 million to CPB's current level of funding, for a total of $45 million. Unfortunately, CPB did not receive its full authorization for fiscal year 1973.

Recognizing that CPB appropriations were caught up in the President's veto of the Labor-HEW appropriations, we now ask for the same increase requested in fiscal year 1973 and regret that it is now 1 year later.

In addition, the HEW request for fiscal year 1974 funding of the educational broadcast facilities program will be at a $13 million level, despite severe budgetary pressures affecting other programs.

Mr. Chairman, I should like to close on a hopeful note by alluding to the efforts now underway to rationalize and improve the relationship between CPB and the local stations. The corporation must take into account and respond to the needs of all classes and categories of public broadcasting stations around the country. In undertaking these efforts, a fundamental principle must be maintained. That is that decentralization of programing activities is the cornerstone of the public broadcasting structure.

Local stations should play a major role in decisionmaking in matters of programing and ultimately must have a realistic choice available to them in deciding whether to broadcast any CPB-supported or distributed programs. But this cannot be accomplished if the role of the local station is limited to some form of representation in national entities that make program decisions.

The best way to proceed is to implement the plan of the Public Broadcasting Act and its rejection of use of interconnection facilities for fixed-schedule networking. This would give local stations the autonomy and the authority for complete control over their program schedules.

In particular, it would be unfortunate if we were to have a centralized bureaucracy through which the Corporation would have to deal with the stations. The goal should be to create an environment in which the corporation works directly with all the stations and seeks at all times to preserve their independence and autonomy.

We are very hopeful progress that was discussed this morning will lead precisely to that kind of a resolution.

Senator PASTORE. Of course, you realize, Mr. Whitehead, you disagree with everything that was said here today.

Mr. WHITEHEAD. I hope not everything, Mr. Chairman.

Senator PASTORE. All right. What do you agree with?

Mr. WHITEHEAD. I think we all agree on the principle of localism. We all agree that the localization should have maximum autonomy and maximum opportunity for choice.

Senator PASTORE. Did you hear the testimony of Mr. Curtis? He said that that is a fact.

Mr. WHITEHEAD. I think Mr. Curtis was testifying that they are real problems in achieving that goal. There are efforts now underway and I think they are very sincere on both sides. I think your statement to Mr. Loomis about how it was important that we drop the rhetoric and get busy working, constructively, to find a constructive working relationship, is just precisely what is needed.

Senator PASTORE. You heard Mr. Benjamin. By whom was he nominated?

Mr. WHITEHEAD. As I recall, he was nominated by President Johnson.

Senator PASTORE. Mr. Curtis by whom?

Mr. WHITEHEAD. Nixon.

Senator PASTORE. Mr. Hughes by whom?

Mr. WHITEHEAD. By Johnson and Nixon.

Senator PASTORE. You heard them say they need 2 years in order to get a program of quality going. You disagree with that, don't you?

Mr. WHITEHEAD. Yes, I do.

Senator PASTORE. You heard them say that they need at least $55 million if they are to do a respectable job delegated to them under the law and by appointment to this particular Corporation. You heard them say that?

Mr. WHITEHEAD. I heard that.

Senator PASTORE. You disagree with that?

Mr. WHITEHEAD. I think I do.

Mr. Chairman, it is always the case——

Senator PASTORE. You know, Mr. Whitehead, I have a very, very firm conviction that, even though you dress up your statement with sweet words, you have an animosity toward this Corporation and toward public broadcasting. You praise it by one breath; and then by the next breath you suffocate it.

Now, when you come before this committee and you tell us, in spite of the testimony that has been developed here, not that you don't have the money, but that $45 million is enough money to do a credible job and these gentlemen have said that they cannot do it.

When you come before this committee and say 1 year is enough to put on a good program, and the people who have the responsibility to do it say it is impossible, it strikes me that that is somewhat hostile; and then when you take the things that Mr. Buchanan said on the Dick Cavett show and you add everything together, you begin to wonder whether or not you are with us or against us.

I really think, Mr. Whitehead, that you are just against us.

Now, you came before our committee not too long ago, and when you and I discussed this matter, you said to me that maybe you would go along with a 2- or 3-year authorization. Did you say that?

Mr. WHITEHEAD. I believe I did say that.

Senator PASTORE. Have you changed your mind since?

Mr. WHITEHEAD. Mr. Chairman, I have always felt that a 3-or-more-year authorization was what was required and should be the ideal. The problem is that this is not done.

Senator PASTORE. Well, when you get into idealism, isn't it at the crux of the matter?

Mr. WHITEHEAD. I think that is hardly the case in an area so important and sensitive as this.

Senator PASTORE. But it is your word against the word of these distinguished people who have no ax to grind. They have been called in from all walks of life, very prominent people, without remuneration, men who just do it because they feel they want to render a public service; and you turn around and you tell these people that they are using the wrong judgment.

Mr. WHITEHEAD. Mr. Chairman, I have the highest regard for everyone on the Corporation board.

Senator PASTORE. But you just don't go along with their ideas?

Mr. WHITEHEAD. We have the responsibility for making our own independent judgment. Now, it is true that more funds for the Corporation would permit them to do many worthwhile things. I don't think any of us question that.

Senator PASTORE. Let me ask you one more question:

If the Congress of the United States decides to pass a 2-year authorization with a $55 million appropriation, will you recommend to the President that he veto it?

Mr. WHITEHEAD. I can't answer that question at this point in time, Mr. Chairman.

Senator PASTORE. Mr. Cook?

Senator COOK. Thank you, Mr. Chairman.

First of all, I gather from your remarks that "it is that decentralization of programing activities that is the cornerstone of the public broadcasting structure." Yet, when I asked the board this morning, every one of them agreed that if you are going to get to a viable and acceptable localism you can't do it on a 1-year appropriation.

Now, are you familiar enough with the industry, and do you know enough about the business so that you can disagree with the logic of the board in saying that, if we are really going to do this, we are going to have to have a 2-year appropriation rather than a 1-year appropriation?

Mr. WHITEHEAD. I agree with the board's feeling that it would be better to have 2 years rather than 1 year from that perspective.

On the other hand, I think there are other considerations that come into play; in particular, the kinds of arrangements that are set up for achieving this localism are very important. They are very fundamental. They go to the very question of the future role of public broadcasting in our society.

We feel very strongly that the kind of attention, the expertise of this committee, and the other authorizing committee in the House, should be brought to bear annually to review the progress and make the decision as to when a longer range, a really longer-range funding approach is desirable.

Senator Cook. Now, that's a decision for Congress, not for you.

Mr. Whitehead. It certainly is, and it is my responsibility to make the recommendations on behalf of the executive branch which is what I am doing.

Senator Cook. That recommendation is to the executive branch, not to Congress.

Mr. Whitehead. I am here making the recommendations of the executive branch to the Congress.

Senator Cook. If you feel that $45 million is enough, why don't you agree to let us rewrite this bill and make it $45 million this year, and $45 million next year; and if we want to get to localism, we know we can depend on a 2-year funding and we can move ahead?

Mr. Whitehead. As I have said, Senator, I think it is important that the Congress review this matter annually.

Senator Cook. Well, the appropriation——

Mr. Whitehead. I don't think a halfway house of 2 years is an appropriate step.

Senator Cook. We have oversight hearings in the Congress, Mr. Whitehead. I don't see why we couldn't have oversight hearings next year.

Senator Pastore. We have them every year.

Mr. Whitehead. I recognize that.

Senator Cook. Are you content for the next 3 years to get a year-by-year appropriation?

If you really want localism, you are not going to get it.

Yet you are very clear that you don't want a fourth network. That would be Big Brother looking over four instead of three, I guess. I must say to you in all fairness I can't understand how we can continue to fund on this basis. I would expect, and there would be complete expectation on the part of this committee, that next year we will be up for another 1-year appropriation; and we will have the very same reasons. Have you actually made a thorough evaluation of public television?

Mr. Whitehead. Yes, sir, I have.

Senator Cook. Have you made an evaluation of Saturday morning commercial television?

Mr. Whitehead. No, sir, I have not.

Senator Cook. Well, you ought to watch it some Saturday morning.

Mr. Whitehead. I do watch it.

Senator Cook. Well, then you realize how badly you need to program and how badly you need to plan in advance.

Mr. Whitehead. Senator Cook, I agree completely that public broadcasting is doing very important, very worthwhile things. I agree and the President agrees that the funding ought to be increased. It was hardly hostile for a President to ask for funding increases from $5 million to $45 million. If we are hostile, as so many people want to continue to paint the picture, we would be decreasing those funds, not increasing them.

I would be arguing with the Office of Management and Budget for decreased funding instead of increased.

Senator Cook. You start off with $55 million on almost a brandnew program; the studies, the research, and the hearings all indicated that the fundings would have to be at these levels if they were going to progress, and provide a service. This was no hostility. This was a matter of cost increase and a matter of the demands that were going to be necessary as a matter of starting this program in the first place.

You can't buy something at $5 million and think you are going to leave it at $5 million. Let's take a look at the number of employees that are in the executive branch now and look how many there were when Washington was President.

We are not talking about something that you can continue to fund at $5 million and think you are going to leave it there or you would have been broke, and this thing would have been out of business long before now.

Mr. Whitehead. I am not up here arguing for reduced funds. I am up here arguing for increased funds.

Senator Pastore. You know that's coming from the man who was master of ceremonies at the inauguration of President Nixon. I mean it looks to me like, Mr. Whitehead, you disagree with everybody.

Senator Cook. If the chairman doesn't mind, I don't want to be compared with, or whatever the situation may be in regard to, any of the situations that any of us find ourselves in. I happen to believe, as a father who has got five children, that I am damned sick and tired of what my children are watching on television. Educational television is giving them an opportunity for once to use the media the way it ought to be used.

For us to sit here on a 1-year basis and not see progress, and not see the extension of a long-range plan for educational television, leaves me with the feeling that you are not doing your job for the boss.

Senator Pastore. The reason I brought that up, Marlow, is this: It is true that before President Nixon took over the majority of the board were Democratic appointees. There might have been some reason for suspicion that possibly not everything was being done that might have been considered balanced or unbiased. After all, politicians are very suspicious people. The fact still remains that now that you have the majority of the board Republicans—and that's the only reason I brought it up. They come before this committee, distinguished people, and they say: "For us to do a good job, to carry out the purpose for which we were nominated by the President of the United States, we need 2 years' authorization and we need this amount of money." I don't see why you have to hassle over $10 million when we are talking about $2½ billion for rehabilitating North Vietnam. Not that there is a connection, but it strikes me every time we want to do something for an American, we are getting into inflation. Every time we have to spend money abroad, somehow we find the money without inflation.

Mr. Whitehead. Mr. Chairman, it is the President's responsibility to make recommendations to the Congress that reflect the priorities that fit within the budget, including the inflationary. I am simply up here today reflecting his judgment of those priorities.

Senator Pastore. Look what you are doing to 40 million American families. This services 40 million American families. This is educational programming. This is public service.

Senator Cook. Mr. Whitehead, I just want to say there is one thing that just kind of rankles me the wrong way. I honestly have to say this because the President of the United States is a Republican and I am a Republican. Maybe I am not happy watching "Washington Week in Review" and the "Black Journal" and "Bill Moyer's Journal," or Sander Vanocur, but I sure resent somebody saying they are unbalanced against us. I happen to believe that the American people make good decisions on their own. I happen to be able to think that, as a Republican, I can live with that decision.

For those few of you downtown, frankly, that felt that somehow or other those networks that were so biased against the President and that reflected against the President in the last election, I have got to tell you something—the results sure showed and should have shown you that the American people were a little bit more intelligent than you thought they were.

I hate to have the evaluation that somehow or other today's viewers are intellectual morons who cannot make a decision as to what they like and what they do not like.

I don't like the idea that someone goes on television saying "they" are against us when that "they" includes me. As a Republican who traveled some 70,000 miles in the reelection campaign, I resent the very lack of logic utilized in the accusatory labeling.

Senator Pastore. And it leads to a lot of scandal, and we don't have to get into it now.

Mr. Whitehead. I would like to comment on that.

You are referring, I think, to Mr. Buchanan's views. Mr. Buchanan was speaking his own personal views, to which he is entitled.

I subscribe fully to the assumptions that you make about the intelligence of the American people. I think they are entitled, and I think that we can be trusted to make the kind of judgments that you are talking about. I have every confidence that the President of the United States feels precisely the same way.

Senator Cook. I only have to add to what you are saying, I didn't mind Buchanan speaking for himself, but when he goes on television and says that "they" are against us, he speaks for himself and he also speaks for the responsibility and the position that he holds. In that instance, I am not quite sure he was up to the task.

Senator Pastore. Not only that. Look at this fashion: New York or Washington, New York or Washington. Only this elitist New York and elitist Washington. It is always the same malarkey. This idea that you become oversensitive—President Nixon carried New York by a very healthy majority; and this idea that every time you criticize someone, you have to knock him off the air, is beyond me. Beyond me.

Mr. Whitehead. Mr. Chairman it is beyond me.

Senator Pastore. Well, I don't know about that.

The speeches you have been making lately, Mr. Whitehead, don't strike me as being within the dignity of the White House. You are getting yourself into minutia, into sidewalk bickering.

Mr. **Whitehead**. I think some of the feelings that have been ascribed to me by the press are beneath the dignity of the White House, but I think what I have said deserves consideration.

Senator **Pastore**. Any further questions?

I don't think you and I are ever going to agree on this subject, Mr. Whitehead, and that is regrettable.

Mr. **Whitehead**. I certainly hope we will, Mr. Chairman.

Senator **Pastore**. Thank you very much for coming.

We will recess until 10 o'clock tomorrow morning.

[Whereupon,] at 3:45 p.m., the hearing was adjourned, to reconvene at 10 a.m. Thusday, March 29, 1973.]

PUBLIC BROADCASTING

THURSDAY, MARCH 29, 1973

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON COMMUNICATIONS,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 10 a.m., in room 1318, New Senate Office Building, Hon. John O. Pastore (chairman of the subcommittee) presiding.

Senator PASTORE. The hour of 10 having arrived, and inasmuch as we have quite an imposing list of distinguished witnesses, I think we should proceed.

Our first witness today is the very distinguished Chairman of the Federal Communications Commission. Before you start, Dean, I want to congratulate you for that speech you made before the broadcasters yesterday. It is about time someone made a tough speech about obscenity on radio and television. I congratulate you.

Now you may proceed.

The CHAIRMAN. I just want to add to that. I read it in the Washington Post, and I want to congratulate you, too.

STATEMENT OF HON. DEAN BURCH, CHAIRMAN, FEDERAL COMMUNICATIONS COMMISSION

Mr. BURCH. Thank you.

Mr. Chairman and members of the committee, I am pleased to be here today to represent the Federal Communications Commission. I have a very brief statement and at its conclusion I would welcome any questions the subcommittee members might have.

Mr. Chairman, I point out at the outset that the Commission does not consider itself expert on the funds needed to operate entities such as CPB or particular methods of funding. What increases over present funding levels are the optimum is a decision for Congress.

I would also like to restate the position the FCC has taken on several occasions in the past; namely, the importance of obtaining for the Corporation for Public Broadcasting a permanent financial base not dependent on the annual appropriation process. In the absence of a bill that would provide for such long-term financing, the Commission endorses short-term approaches such as S. 1090.

S. 1090 would amend section 396 of the Communications Act to authorize the appropriation of $55 million for fiscal year 1974 and $75 million for fiscal year 1975 to fund the Corporation. S. 1090 would also authorize the appropriation of $25 million per year through fiscal year 1977 for grants for noncommercial educational broadcasting facilities. And while the 2-year authorization for CPB funding is not a permanent long-term financing arrangement such as was recommended by the Carnegie Commission report, it would fund CPB at a presumably acceptable level through the next 27 months.

At this point, Mr. Chairman, I would welcome any questions the subcommittee members might have.

Senator PASTORE. First of all, I congratulate you for the statement. My observation is that we have been trying for the longest time to get the administration to come up with a recommendation on permanent financing. We don't get that, and yet we do get this objection to a 2-year authorization.

You have been connected with communications for a long time. I think you have developed some expertise on the question of the length of time it takes to put on a quality program. Wouldn't you say that 2 years would be about the minimum that would be required from the time a program is talked about and discussed, and shaped up and organized, and then actually produced, and shown on the screen?

Mr. BURCH. I don't really know how long it takes. I do know this: If I were running something like the Corporation for Public Broadcasting, I would certainly like to have an outlook longer than 1 year.

Senator PASTORE. You have answered my question.

Any questions?

The CHAIRMAN. Mr. Chairman, we have gone from—I gave the figures yesterday—from 68 stations to 228.

Mr. BURCH. Sixty-two, Senator.

The CHAIRMAN. Which obviously, when you look at the map, is a step toward what we are trying to do, which is to get full coverage all over the United States. Get the best potential out of public broadcasting we can.

Could you give for the record how many applications are pending for new ones?

Mr. BURCH. I will have to supply it for the record. I don't know it offhand.

The CHAIRMAN. Maybe it might be well in a general way to have one of your people give us the status of these applications. Some are well along the way, some are just beginning, the first paper, so on and so forth. I think it would be helpful to us in trying to determine how long we should continue on a temporary basis.

Mr. BURCH. All right, sir.

[The following information was subsequently received for the record:]

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., April 5, 1973.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce, U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: At the March 29 hearing on public broadcasting you asked for information concerning the number and status of applications for noncommercial educational television stations.

I am pleased to enclose the requested data which shows eighteen such pending applications. Seventeen of those applicants are awaiting funding and the Commission has requested further data from another. Thus, further processing of these applications cannot occur until the required financing is forthcoming.

The enclosed data also notes twelve instances where construction applications for ETV stations have been granted but where the station is not yet on the air.

I trust this data will be helpful. Please let me know if I may be of further assistance.

Sincerely,

DEAN BURCH,
Chairman.

Enclosure.

APPLICATIONS FOR EDUCATIONAL TELEVISION STATIONS[1]

Applicant and location	Date application filed	Status of application
Central Michigan University, Mount Pleasant, Mich.	Oct. 4, 1971	Waiting for funds from Department of HEW under Educational Facilities Act.
El Paso Public Television Foundation, El Paso, Tex.	Jan. 7, 1972	Do.
Georgia State Board of Education, Athens, Ga	Dec. 12, 1968	Applicant seeking funding.
Georgia State Board of Education, Atlanta, Ga	Oct. 31, 1968	Do.
Minnesota Independent School District No. 742, St. Cloud, Minn.	Jan. 5, 1972	Waiting for funds from Department of HEW under Educational Facilities Act.
Mississippi Authority for ETV, Booneville, Miss	Sept. 25, 1970	Waiting for rulemaking on proposal by applicant for channel allocation.
North Central Educational Television, Grand Forks, N. Dak.	Nov. 24, 1971	Waiting for funds from Department of HEW under Educational Facilities Act.
School Board of Palm Beach County, Fla., Boynton Beach, Fla.	Feb. 3, 1972	Do.
Shenandoah Valley ETV Corp., Middletown Va	Sept. 28, 1967	Applicant seeking funding.
South Carolina ETV Corp., Beaufort, S.C	Sept. 14, 1972	Waiting for funds from Department of HEW under Educational Facilities Act.
State Board of Directors for ETV, Eagle Butte, S. Dak.	Apr. 14, 1969	Do.
State Education Radio and TV Facility Board, Sioux City, Iowa.	Sept. 12, 1972	Do.
Trustees of the California State Colleges, Fresno, Calif.	Feb. 15, 1965	Applicant seeking funding.
University of Akron, Akron, Ohio	June 11, 1963	Do.
University of Maine, Biddeford, Maine	Dec. 3, 1971	Waiting for funds from Department of HEW under Educational Facilities Act.
Wichita Falls Educational Translator, Wichita Falls, Tex.	Nov. 29, 1972	Waiting for further financial data from the applicant.
Nevada Educational Communications Corp., Reno, Nev.	Oct. 30, 1970	Waiting for funds from Department of HEW under Educational Facilities Act.
Educational Communications Board, La Crosse, Wis.	Dec. 3, 1971	Do.

[1] Total applications: 18.

EXISTING CONSTRUCTION PERMITS FOR EDUCATIONAL TELEVISION STATIONS[2]

Permittee and location	Date filed	Date granted	Comments
Connecticut Educational Television Corp., Hartford, Conn.	Nov. 20, 1970	Feb. 21, 1973	CP delayed until applicant found sufficient funding.
Louisiana ETV Authority, Baton Rouge, La	Sept. 15, 1972	Mar. 1, 1973	
State Education Radio and TV Facility Board, Waterloo, Iowa.	July 5, 1972	do	
Regents of Eastern New Mexico University, Portales, N. Mex.	Apr. 26, 1963	Oct. 3, 1963	Permittee requested reinstatement of expired construction permit in February 1971.
Los Angeles Unified School District, Los Angeles, Calif.	Sept. 5, 1967	Mar. 9, 1972	Processing delayed because a comparative hearing was held on this application.
Regents of New Mexico State University, Las Cruces, N. Mex.	Nov. 5, 1970	Apr. 4, 1972	Construction permit delayed until funds available from Department of HEW; Educational Facilities Act.
Viewer Sponsored Television Foundation, Los Angeles, Calif.	Jan. 26, 1972	Aug. 2, 1972	
Ohio Educational Television Network, Alliance, Ohio.	Oct. 20, 1970	July 28, 1971	
Michiana Public Broadcasting Corp., South Bend, Ind.	Apr. 16, 1969	Apr. 26, 1972	Do.
Northeast New York ETV Association, Plattsburgh, N.Y.	Apr. 1, 1970	June 12, 1970	
Educational Communications Board, Colfax, Wis.	Nov. 10, 1972	Apr. 4, 1973	
New Jersey Public Broadcasting Authority, Montclair, N.J.	Feb. 18, 1970	Sept. 29, 1971	Do.

[2] Total construction permits: 12.

Note: Prior to July 13, 1970, construction permits were issued for a 1-year duration. After that date, construction permits have been granted for an 18-month duration. Construction permits may be extended upon request of the permittee, and with Commission approval.

OPERATIONAL EDUCATIONAL TELEVISION STATIONS AS OF MAY 1, 1962 (TOTAL, 62 STATIONS)

City	Call	Channel
Alabama:		
Dozier	WDIQ	2
Birmingham	WBIQ	10
Mount Cheaha State Park	WCIQ	7
Arizona:		
Phoenix	KAET	8
Tucson	KUAT	6
California:		
Sacramento	KVIE	6
San Francisco	KQED	9
Colorado: Denver	KRMA-TV	6
District of Columbia: Washington, D.C.	WETA-TV	26
Florida:		
Gainesville	WUFT	5
Jacksonville	WJCT	7
Miami	WTHS-TV/ WPBT.	2
Tallahassee	WFSU-TV	11
Tampa-St. Petersburg	WEDU	3
Georgia:		
Athens	WGTV	8
Atlanta	WETV	30
Waycross	WXGA-TV	8
Illinois:		
Carbondale	WSIU	8
Chicago	WTTW	11
Urbana-Champaign	WILL-TV	12
Iowa: Des Moines	KDPS-TV	11
Kentucky: Louisville	WFPK-TV	15
Louisiana:		
Monroe	KLSE	13
New Orleans	WYES-TV	8
Maine: Augusta	WCBB	10
Massachusetts: Boston	WGBH-TV	2
Michigan:		
Detroit	WTVS	56
Onondaga-East Lansing	WMSB	10
Minnesota: St. Paul-Minneapolis	KTCA-TV	2
Missouri:		
Kansas City	KCSD-TV	19
St. Louis	KETC	9
Nebraska: Lincoln	KUON-TV	12
New Hampshire: Durham	WENH	11
New Mexico: Albuquerque	KNME-TV	5
New York:		
Buffalo	WNED-TV	17
Schenectady	WMHT	17
North Carolina: Chapel Hill	WUNC-TV	4
Ohio:		
Cincinnati	WCET	48
Columbus	WOSU-TV	34
Oxford	WMUB-TV	14
Toledo	WGTE-TV	30
Oklahoma:		
Oklahoma City	KETA	13
Do	KOKH-TV	25
Tulsa	KOED-TV	11
Oregon:		
Corvallis	KOAC-TV	7
Portland	KOAP-TV	10
Pennsylvania:		
Philadelphia	WHYY-TV	35
Pittsburgh	WQED	13
South Dakota: Vermillion	KUSD-TV	2
Tennessee: Memphis	WKNO-TV	10
Texas:		
Dallas	KERA-TV	13
Houston	KUHT	8
Richardson	KRET-TV	23
Utah:		
Ogden	KWCS-TV	18
Salt Lake City	KUED	7
Virginia: Hampton-Norfolk	WHRO-TV	15
Washington:		
Seattle	KCTS-TV	9
Tacoma	KPEC-TV	56
Do	KTPS	62
Wisconsin:		
Madison	WHA-TV	21
Milwaukee	WMVS	10
Puerto Rico:		
Mayaguez	WIPM-TV	3
San Juan	WIPR-TV	6

OPERATIONAL EDUCATIONAL TELEVISION STATIONS AS OF MARCH 1, 1973 (TOTAL, 27[illegible] STATIONS)

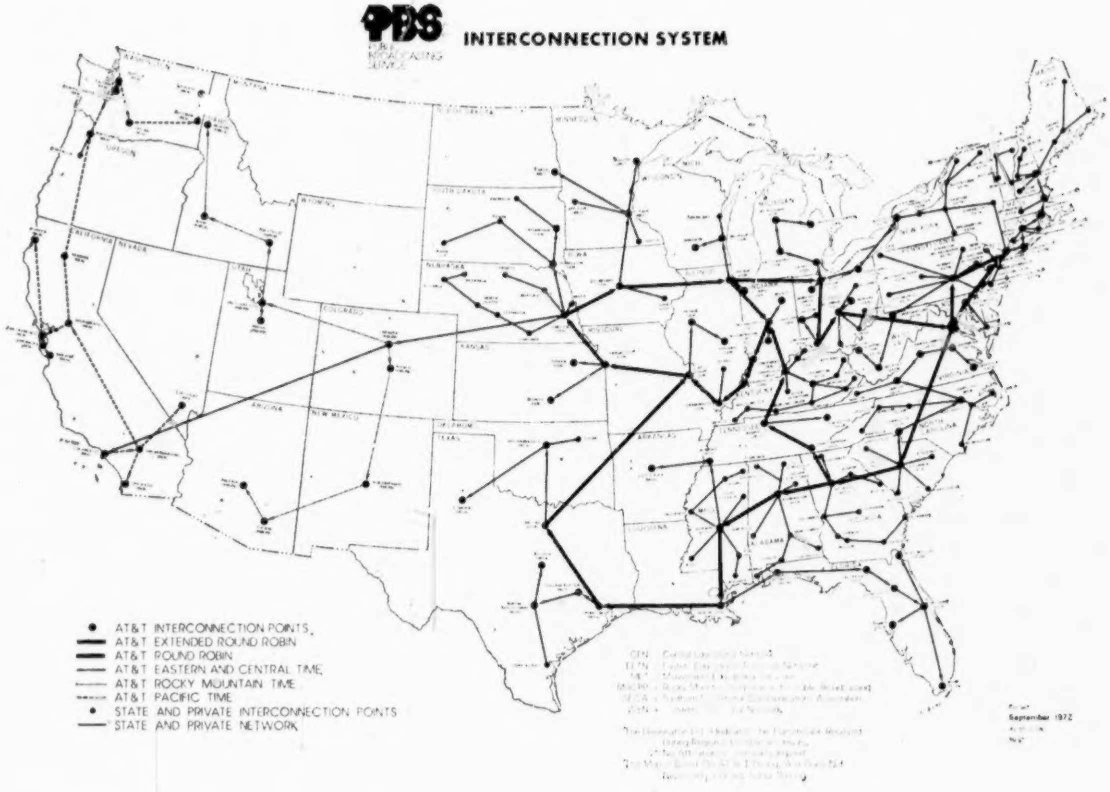
City	Call	Channel
Alabama:		
Birmingham	WBIQ	10
Demopolis	WIIQ	41
Dozier	WDIQ	2
Florence	WFIQ	36
Huntsville	WHIQ	25
Louisville	WGIQ	43
Mobile	WEIQ	42
Montgomery	WAIQ	26
Mount Cheaha State Park	WCIQ	7
Alaska:		
Bethel	KYUK	4
College	KUAC-TV	9
Arizona:		
Phoenix	KAET	8
Tucson	KUAT-TV	6
Arkansas: Little Rock	KETS	2
California:		
Eureka	KEET	13
Los Angeles	KCET	28
Redding	KIXE-TV	9
Sacramento	KVIE	6
San Bernardino	KVCR-TV	24
San Diego	KPBS-TV	15
San Francisco	KQEC	32
Do	KQED	9
San Jose	KTEH	54
San Mateo	KCSM-TV	14
Huntington Beach	KOCE-TV	50
Colorado:		
Denver	KRMA-TV	6
Pueblo-Colorado Springs	KTSC	8
Connecticut:		
Bridgeport	WEDW	49
Hartford	WEDH	24
Norwich	WEDN	53
Delaware: Wilmington	WHYY-TV	12
District of Columbia: Washington, D.C	WETA-TV	26
Florida:		
Gainesville	WUFT	5
Jacksonville	WJCT	7
Miami	WPBT/WTHS	2
Do	WSEC-TV	17
Orlando	WMFE-TV	24
Pensacola	WSRE	23
Tallahassee	WFSU-TV	11
Tampa	WUSF-TV	16
Tampa-St. Petersburg	WEDU	3
Georgia:		
Athens	WGTV	8
Atlanta	WETV	30
Chatsworth	WCLP-TV	18
Cochran	WDCO-TV	15
Columbus-Warm Springs	WJSP-TV	28
Dawson	WACS-TV	25
Pelham	WABW-TV	14
Savannah-Pembroke	WVAN-TV	9
Waycross	WXGA-TV	8
Wrens	WCES-TV	20
Hawaii:		
Honolulu	KHET	11
Wailuku	KMEB-TV	10

OPERATIONAL EDUCATIONAL TELEVISION STATIONS AS OF MARCH 1, 1973 (TOTAL, 228 STATIONS)—Con.

City	Call	Channel
Idaho:		
Boise	KAID	4
Moscow	KUID-TV	12
Pocatello	KBGL-TV	10
Illinois:		
Carbondale	WSIU-TV	8
Chicago	WTTW	11
Do	WXXW	20
Olney	WUSI-TV	16
Peoria	WTVP	47
Urbana-Champaign	WILL-TV	12
Indiana:		
Bloomington	WTIU	30
Evansville	WNIN	9
Indianapolis	WFYI	20
Muncie	WIPB	49
St. John	WCAE	50
Vincennes	WVUT	22
Iowa:		
Ames (Des Moines)	WOI-TV	5
Iowa City	KIIN-TV	12
Kansas:		
Topeka	KTWU	11
Wichita-Hutchison	KPTS	8
Kentucky:		
Ashland	WKAS	25
Bowling Green	WKGB	53
Covington	WCVN	54
Elizabeth	WKZT	23
Hazard	WKHA	35
Lexington-Richmond	WKLE	46
Louisville	WKMJ	68
Do	WKPC-TV	15
Madisonville	WKMA	35
Moorehead	WKMR	38
Murray-Mayfield	WKMU	21
Owenton	WKON	52
Pikeville	WKPI	22
Somerset	WKSO	29
Louisiana: New Orleans	WYES-TV	12
Maine:		
Augusta	WCBB	10
Calais	WMED-TV	13
Orono	WMEB-TV	12
Presque Isle	WHEM-TV	10
Maryland:		
Baltimore	WMPB	67
Salisbury	WCPB	28
Massachusetts:		
Boston	WGBH-TV	2
Do	WGBX-TV	44
Springfield	WGBY-TV	57
Michigan:		
Detroit	WTVS	56
Mount Pleasant	WCMU-TV	14
Grand Rapids	WGVC	35
East Lansing	WKAR	23
Marquette	WNPB	13
Onondaga-East Lansing	WMSB	10
University Center (Bay City).	WUCM-TV	19
Minnesota:		
Appleton	KWCM-TV	10
Austin	KAVT-TV	15
Duluth (Superior, Wis.)	WDSE-TV	8
St. Paul-Minneapolis	KTCA-TV	2
St. Paul	KTCI-TV	17
Mississippi:		
Biloxi	WMAH	19
Bude	WMAU	17
Greenwood	WMAO	23
Jackson	WMAA	29
Meridan	WMAW	14
Oxford	WMAV	18
State College	WMAB	2
Missouri:		
Kansas City	KCPT	19
St. Louis	KETC	9
Nebraska:		
Alliance	KTNE	13
Bassett	KMNE-TV	7
Hastings	KHNE-TV	29
Lexington	KLNE-TV	3
Lincoln	KUON-TV	12
Merriman	KRNE-TV	12
Norfolk	KXNE-TV	19
North Platte	KPNE-TV	9
Omaha	KYNE-TV	26
Nevada: Las Vegas	KLVX	10
New Hampshire:		
Berlin	WEDB-TV	40
Durham	WENH	11
Hanover	WHED-TV	15
Keene	WEKW-TV	52
Littleton	WLED-TV	49
New Jersey:		
Camden	WNJS	23
Trenton	WNJT	52
New Mexico: Albuquerque	KNME-TV	5
New York:		
Binghamton	WSKG	46
Buffalo	WNED-TV	17
Garden City	WLIW	61
New York-Newark	WNET	13
New York	WNYE-TV	25
Norwood	WNPI-TV	18
Rochester	WXXI	21
Schenectady-Albany-Troy	WMHT	17
Syracuse	WCNY-TV	24
Watertown	WNPE-TV	16
North Carolina:		
Asheville	WUNF-TV	33
Chapel Hill	WUNC-TV	4
Charlotte	WTVI	42
Columbia	WUND-TV	2
Concord	WUNG-TV	58
Greenville	WUNK	25
Linville	WUNE-TV	17
Wilmington	WUNJ-TV	39
North Dakota: Fargo	KFME	13
Ohio:		
Athens	WOUB-TV	20
Bowling Green	WBGU-TV	70
Cincinnati	WCET	48
Cleveland	WVIZ-TV	25
Columbus	WOSU-TV	34
Newark	WGSF	31
Oxford	WMUB-TV	14
Toledo	WGTE-TV	30
Oklahoma:		
Oklahoma City	KETA	13
Do	KOKH-TV	25
Tulsa	KOED-TV	11
Oregon:		
Corvallis	KOAC-TV	7
Portland	KOAP-TV	10
Pennsylvania:		
Allentown-Bethlehem	WLVT-TV	39
Clearfield	WPSX-TV	3
Erie	WQLN	54
Hershey	WITF-TV	33
Philadelphia	WUHY-TV	35
Pittsburgh	WQED	13
Do	WQEX	16
Scranton-Wilkes Barre	WVIA-TV	44
Rhode Island: Providence	WSBE-TV	36
South Carolina:		
Allentown-Barnwell	WEBA-TV	14
Charleston	WITV	7
Columbia	WRLK-TV	35
Florence	WJPM-TV	33
Greenville	WNTV	29
South Dakota:		
Aberdeen	KDSD-TV	16
Brookings	KESD-TV	8
Pierre	KTSD-TV	10
Rapid City	KBHE-TV	9
Vermillion	KUSD-TV	2
Tennessee:		
Chattanooga	WTCI	45
Lexington	WLJT-TV	11
Memphis	WKNO-TV	10
Nashville	WDCN-TV	2
Sneedville	WSJK-TV	2

OPERATIONAL EDUCATIONAL TELEVISION STATIONS AS OF MARCH 1, 1973 (TOTAL, 228 STATIONS)—Con.

City	Call	Channel
Texas:		
Belton	KNCT	46
College Station	KAMU-TV	15
Dallas	KERA-TV	13
Houston	KUHT	8
Lubbock	KTXT-TV	5
San Antonio-Austin	KLRN-TV	9
Utah:		
Ogden	KWCS-TV	18
Provo	KBYU-TV	11
Salt Lake City	KUED	7
Vermont:		
Burlington	WETK	33
Rutland	WVER	28
St. Johnsbury	WVTB	20
Windsor	WVTA	41
Virginia:		
Goldvein	WNVT	53
Hampton-Norfolk	WHRO-TV	15
Norton	WSVN-TV	47
Richmond	WCVE-TV	23
Do	WCVW	57
Roanoke	WBRA-TV	15
Staunton	WVPT	51
Washington:		
Pullman	KWSU-TV	10
Seattle	KCTS-TV	9
Spokane	KSPS-TV	7
Tacoma	KPEC-TV	56
Do	KTPS	62
Yakima	KYVE	47
West Virginia:		
Grandview	WSWP-TV	9
Huntington	WMUL-TV	33
Morgantown	WWVU	24
Wisconsin:		
Green Bay	WPNE	38
Madison	WHA-TV	21
Milwaukee	WMVS	10
Do	WMVT	36
Guam: Agana	KGTF	12
Puerto Rico:		
Mayaguez	WIPM-TV	3
San Juan	WIPR-TV	6
Virgin Islands:		
Charlotte Amalie	WTJX-TV	12


PBS PUBLIC BROADCASTING SERVICE
INTERCONNECTION SYSTEM
AT&T INTERCONNECTION POINTS
AT&T EXTENDED ROUND ROBIN
AT&T ROUND ROBIN
AT&T EASTERN AND CENTRAL TIME
AT&T ROCKY MOUNTAIN TIME
AT&T PACIFIC TIME
STATE AND PRIVATE INTERCONNECTION POINTS
STATE AND PRIVATE NETWORK
WASHINGTON
OREGON
CALIFORNIA
NEVADA
UTAH
WYOMING
COLORADO
ARIZONA
NEW MEXICO
OKLAHOMA
TEXAS
KANSAS
NEBRASKA
SOUTH DAKOTA
NORTH DAKOTA
MINNESOTA
IOWA
MISSOURI
ARKANSAS
LOUISIANA
WISCONSIN
MICHIGAN
ILLINOIS
TENNESSEE
ALABAMA
GEORGIA
NORTH CAROLINA
NEW YORK
PENNSYLVANIA
September 1972

The CHAIRMAN. Second, I don't direct this to you particularly, but I have been around broadcasters a long time, as have other members of this committee, and the broadcaster's common complaint is not legislation, but the interminable amount of paperwork that a local licensee has to take care of. It is amazing. If you visit a station, even a little one, you will find that their time is taken up with stack after stack of papers and questions and things they have to keep for the FCC.

I have talked with some of your staff people about it many times. There ought to be a better way to do it. You have got warehouses full of papers. Some big stations will tell you they have to permanently employ three to four people just to keep up answering questions from the FCC.

I know you get to the point very quickly, and maybe you can get someone down there to take a look at it to see if you can't reduce it in some way and still get the information you need. I know the Commissioners have no chance to read the stack of matters on applications and rulemaking. There would be stacks this high. They couldn't see over their desk.

Senator PASTORE. 7,000 licensees.

The CHAIRMAN. There ought to be a simpler way to do this.

Mr. BURCH. For about a year now we have had a task force working on reregulation of particularly radio, and we have got rid of a lot of old rules that are no longer applicable, and we are going to go farther with them. I would point out one thing. Much of the paperwork problem that is griped about by some of the licensees is of their own making. Many of our forms are answerable yes or no, but the licensees choose to answer them yes, asterisk, see attachment A, which is 75 pages.

The CHAIRMAN. They are scared. They are scared if they say yes or no, there may be some retaliation, so they explain yes but. They explain everything. They give you a plea like a defendant in front of a judge.

Mr. BURCH. I appreciate that, sir.

The CHAIRMAN. I would like to get that attitude changed a little bit, and let them know that they can answer directly. It would save you a lot of time and your staff a lot of time.

Mr. BURCH. Yes, it would.

Senator PASTORE. I do the same thing when I get a questionnaire from the Chamber of Commerce.

The CHAIRMAN. I am a little sharper with them than you are.

I think there is a feeling with the local licensees that they—as you say, they don't want to make any kind of mistake or get hauled in for something that is not right. But I am telling you if you go through a station, they have got to build a warehouse to take care of all the things they have.

You told us once that you felt that way when you first went to the Commission, and you were going to have someone take a long look at it.

Mr. BURCH. We are taking a long look.

The CHAIRMAN. I am glad to hear that. I am sure the broadcasters will be glad to hear that, too.

Mr. BURCH. We are trying to see whether or not a short form renewal will work for radio stations. It would be something like the short form 1040 that IRS uses. If you have no squawks, no complaints outstanding, you just fill out a short form.

The CHAIRMAN. Thank you.

Senator PASTORE. Senator Cook?

Senator COOK. Mr. Chairman, I apologize for being late.

One of the things that we discovered yesterday was the concept that the board is working toward localism and not toward a strong emphasis on interconnections and downgrading of the so-called fourth network. Do you believe that this is the area in which public broadcasting really ought to move more effectively?

Mr. BURCH. Senator, I think in cases of all broadcasters, if they do not serve as local outlets, they do not serve at all, because the emphasis more and more in the future is going to be on the localism of the station, partially because of the competition of cable.

We have constantly emphasized that the reason we have almost a thousand television stations is not simply so we can have three huge networks; it is so we can have a thousand communities represented.

Senator COOK. This must have been paramount in your mind and the in Commission's mind when you established the standards for cable television. And also when you said that there must be a percentage of local programing and a percentage of local organization, even within the cable system.

So, certainly you and your Commission were very aware of the importance of localism and origination. You took it into very serious consideration as a matter of fact in the establishment of those regulations, did you not?

Mr. BURCH. Yes, that's correct, yes, sir.

Senator COOK. When we talk about the time factor, we talk about the time factor in regard to everything. We talk about the time factor with regard to the investment, we talk about the 3-year licensing or whether it will be 5 years, and I notice in relation to that time factor and in relation to that investment, that one of the things that you also approved was a 15-year certification for a cable television. That was a decision of your board, was it not?

Mr. BURCH. Of our Commission, yes, sir.

Senator COOK. Isn't it extremely important that we in the Congress, in order to get the kind of television that the American people really want, that we have got to do more than a year-by-year-by-year appropriation of funds?

Mr. BURCH. Yes, sir, you do. You cannot do it on a year-by-year basis.

Senator COOK. Here is one guy that really wants to thank you, Chairman Burch, because you know I have only been here for 4 years, but I am one of the people who think you have done a phenomenal job down there. You know it, and I like to keep telling you so, and I like to keep telling you so when they have got a red light down there.

I think you have brought a tremendous stability to the Federal Communications Commission, and I hope you consider maintaining that stability with the Commission for a long time.

Mr. BURCH. Thank you, Senator.

Senator PASTORE. As a Democrat, I endorse everything that Mr. Cook said.

I don't mean to be funny. I mean that seriously.

Senator Moss?

Senator Moss. Thank you, Mr. Chairman. I apologize that I was not here at the beginning. We are flitting from one hearing to another as always.

I have had a chance to read your very short statement. I concur with my colleagues. You have been doing a great job. I appreciate the job you have been doing as Chairman of the Federal Communications Commission.

You endorse the bill in the absence of long-term financing of some sort. To what are you referring long-term financing?

Mr. Burch. Senator, that is, of course, the $64 question, how do you do it, and I am not an authority on any sort of matching fund formula or how you do this sort of thing in the context of an overall Federal budget.

What I am saying is that an entity like CPB needs the assurance of income beyond a year-to-year dole. We have felt for some time that CPB must have a reasonable, foreseeable income over a longer period of time, and very candidly, one of the things that we do fear to a great extent is having the appropriations process used as a means of second-guessing the programing.

Senator Moss. Diminishing the independence of public broadcasting?

Mr. Burch. Yes.

Senator Moss. That is of great concern, and I think we are seeing those cycles, and it worries me.

Thank you very much.

I have no further questions, Mr. Chairman.

Senator Pastore. Thank you, Dean.

Mr. Burch. Thank you, Senator.

Senator Pastore. The committee has received a statement from Commissioner Nicholas Johnson, which will now be made a part of the record.

[The statement follows:]

Statement of Hon. Nicholas Johnson, Commissioner, Federal Communications Commission

It is not necessary for me to repeat here the full depth of my despair over the state of public broadcasting in America.

The responsibility of the FCC for the state of the nation's broadcasting service surely extends to public broadcasting. It is potentially one of our best hopes for an escape from the domination by commercial influences of our radio and television system.

President Nixon's war on the news media has now become, itself, a news item. That this war extends to public broadcasting is also well known. See, e.g., N. Johnson, "His Master's Voice," *New Republic*, Oct. 14, 1972, at 23. This kind of threat to the independence of journalism in America *should* be a matter of concern to this Commission. That is why I have spoken out. See, e.g., N. Johnson, "Government By Television," *Earth Magazine* (March 1971) at 50–59, 92–93. I am most discouraged that none of my colleagues has seen fit to share, or express, comparable outrage. I believe the FCC—as a body—should be heard on this issue. We are supposed to be "an arm of Congress." I believe it should have the benefit of our views. And so, for starters, I dissent to our silence.

Specifically, I dissent to this agency's failure to condemn the elimination of news and public affairs programming funded by the Corporation of Public Broadcasting, and the attempted sterilization of public broadcasting by eliminating all viewpoints unacceptable to the President.

I believe this agency should criticize in the strongest terms the role played by Dr. Clay T. Whitehead and the Office of Telecommunications Policy. Dr. Whitehead once argued for decentralization, not because it was a good policy for the public but because it served the political interests of the Nixon Administration; now he apparently supports total centralization, again because it serves the present Administrations' political interests.

I also dissent to our failure to recommend a specific amount for the federal financing of public broadcasting. We should play a leading role in this process, not simply sit idly by and refuse even to express a view on the matter. I have documented the reasons why I believe a long-range goal of $500 million a year would only begin to bring us up to the level of funding that the civilized nations of the world accord to their public broadcasting systems (most of which are also engaged in competition with private, advertiser-supported systems). See my testimony before the Subcommittee on Communications and Power of the House Committee on Interstate and Foreign Commerce on H.R. 11807, Feb. 3, 1972.

Finally, I dissent to this agency's failure to come forward with proposals of its own for long range *permanent* funding. This is a concept which we repeatedly vaguely endorse, but one which we tenaciously refuse to flesh out. A great deal of analysis needs to be done. I have attempted to raise at least some of the questions. See N. Johnson, "The Public Interest and Public Broadcasting: Looking at Communications As a Whole, *Washington University Law Quarterly* (Fall 1967) pp. 480–492 and N. Johnson, "The Financing of Educational Broadcasting," National Association of Educational Broadcasters—Convention Report (44th Annual Convention, Washington, D.C. 1968) pp. 9–18. They have never been addressed by the full Commission.

Accordingly, I dissent to the majority's bland testimony on this occasion.

Senator Pastore. Mr. Ralph Rogers, Mr. William Harley, and Mr. Hartford Gunn, and whomever else you would like to have.

We are honored today to have the Senator from California, the Honorable Alan Cranston here. He desires to make some introductions. So we will yield to him.

STATEMENT OF HON. ALAN CRANSTON, U.S. SENATOR FROM CALIFORNIA

Senator Cranston. Thank you very much, Mr. Chairman. I wanted to simply introduce some Californians who are here, who are deeply interested in this matter, and the need for its support. They are people working in this field very effectively in my State and I want to say about three words of my own.

They are William T. Reed, the general manager of KIXE–TV in Redding, Calif., active in many organizations in the field; Pauline Abbe, a member of the board of directors of KIXE–TV in Redding, who is very active in this field in that community; Dr. James Loper, president and general manager of KCET–TV in Los Angeles; Douglas Montgomery, general manager of KCSM–TV at the College of San Mateo, San Mateo, Calif., William Furniss, general manager of KOCE–TV in Huntington Beach, Calif.; Arthur A. Paul, general manager of KVIE–TV, Sacramento, president of the Association of California Public Television Stations and active in many organizations; Mrs. Allen E. Charles, chairman of the board of directors of San Francisco Bay Area Educational Television Association, which includes Station KQED, and active in many ways in this and related fields; and John D. Summerfield, who is general manager of KPBS Television and Radio, public broadcasting from San Diego, Calif.

These people and their presence are indicative of the deep interest in California in the matter that your committee is considering today, Mr. Chairman, and I would like to say that I appreciate very much this opportunity to express my very enthusiastic support for a healthy financial future for public broadcasting.

I think it is essential wherever the funding comes from that public broadcasting stations be preserved as true alternative media. It should be innovative, responsive to local needs and above all, independent of any form of control. Indications in mail, visits, telephone calls, and telegrams from Californians have shown me in the clearest terms that public affairs programing is PBS's strongest suit; and yet some of the very highest rated programs are being dropped for next season.

If that is indeed the case, Mr. Chairman, then I urge this committee to approve new funding levels which will permit continuation of these shows.

Meetings have been held recently in San Diego and in other areas of the country as well to try to find additional private funding sources for public broadcasting. I think that's great. I don't think that the Federal Government should be the prime source of funds. That's not the way to independence.

But while Congress and the industry are trying to resolve this philosophical question, I think it is extremely important that we appropriate enough funds for the present to encourage high-caliber, creative public broadcasting, and I have great faith in the wisdom of this committee to go in that direction.

Senator PASTORE. Will the individuals who have been named by the distinguished Senator please rise. Now we will hear from Mr. William Harley.

STATEMENT OF WILLIAM HARLEY, CHAIRMAN, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS; ACCOMPANIED BY RALPH ROGERS, CHAIRMAN, COORDINATING COMMITTEE GOVERNING BOARD (PUBLIC TELEVISION LICENSEES), DALLAS, TEX.; AND HARTFORD GUNN, PRESIDENT, PUBLIC BROADCASTING SERVICE

Mr. HARLEY. Previous witnesses at this hearing have represented the CPB, OTP, and the FCC. Now, it is the stations' turn to speak through their representatives.

I a William Harley. I am president of the National Association of Educational Broadcasters, which represents some 221 television stations and 158 radio stations in the country.

It is a great pleasure to appear again before you, Mr. Magnuson, and Mr. Pastore, and this committee, after a lapse of some 3 years, and to be able to report to you that the initiatives of Senator Magnuson and yourself in support for the Federal funding of public broadcasting are indeed producing a high yield on the Federal investment, and your new bill, S. 1090, by building upon these beginnings, we are confident, will produce even greater public benefits.

Behind me are television station managers who compose the board of the Educational Television Stations Division of my Association. The chairman of that group is Dr. Frederick Breitenfeld, Executive Director, Maryland PTV network, and the vice chairman is Martin

Bush, manager of KUSD, Vermillion, S. Dak., and the South Dakota ETV network. Also in the group is the Chairman of our NAEB board, Leonard Press, executive director of the Kentucky State television network.

All of these television station managers support the bill. I would like to have them stand up.

Sitting at my far right, Mr. Chairman, is Mr. Hartford Gunn, the president of the Public Broadcasting Service, the national interconnection that is managed by and for public television stations, and members of his board are present as well. The chairman of that group is Robert Schenkkan, the general manager and president of KLRN in San Antonio-Austin, and the vice chairman is Charles Vaughn, the manager of WCET in Cincinnati.

All these station managers support the bill. I would ask them to rise.

The PBS board.

Now, Mr. Chairman, you should know that in addition to these managers, we have all the rest of the managers of the some 228 stations in the country present in the city representing every State in the union, except the two in which unfortunately we have no public television stations, and they are with us in spirit and would be here physically if the dimensions of this room permitted.

You should know, however, that they are gathered together at the present moment watching these proceedings through the magic of television by closed circuit television.

Senator **Pastore**. So you had better do a good job.

The **Chairman**. Let the record show, too, that Mr. Robert G. Waldo of KCTS Seattle, and vice president of the University of Washington——

Senator **Pastore**. Is he here?

The **Chairman**. No, he is not here. I want the record to show that he is trying to get here. I don't know what has happened to him.

Mr. **Harley**. And to my right is a distinguished businessman from Dallas, Tex., who is chairman of the board of Texas Industries, and whose connection with public television includes member of the board of the Children's Television Workshop, chairman of the board of the public television station in Dallas, KERA–TV, and the dynamic leader of a new group to come to prominence in our field of public broadcasting, the Coordinating Committee of the Governing Board Chairmen of the public television licensees, and many of his board are present, and he will introduce them in a moment.

I would ask at this time, however, Mr. Chairman, that the written statements which we have with us be inserted in the record. We will have oral statements and then respond to questions. But to lead off as our first witness is Mr. Rogers.

Senator **Pastore**. May I ask you a question, Mr. Harley? After all, you are of the industry and you have been engaged in public broadcasting for a long time—from the time of its inception. Are you familiar with the testimony that transpired here yesterday, both by the members of the Corporation and Mr. Whitehead, and the observations made by the members of this subcommittee? You are familiar with all that?

Mr. HARLEY. I didn't hear all of it, but a good deal of it.

Senator PASTORE. Could you give us your reaction to all this? What essentially is the trouble confronting the American people with reference to public broadcasting? What is all this squabbling about—the controversy that exists today, and the criticisms made by certain people in the administration, and maybe even in the Congress? On the other hand, we had a hearing here yesterday where the members of the Corporation disownd any influence being exerted by those who work in the White House. Whether or not that is true or not, is apart from the question.

But you tell us what all this squabble is about, because we are very, very much concerned about it. Could you answer that?

Mr. HARLEY. I will try, and I trust that my colleagues will also assist in this.

I would say, first of all, Mr. Chairman, that the dream of the Carnegie Commission has not been fulfilled as anticipated; that is to say, it was understood that in order to provide an independence from possible political pressures there would have to be established an independent corporation which would funnel the funds through to the stations, and that along with that, there would have to be some way of segregating funds in such a way that the support for this enterprise would not be subject to annual appropriation.

We have not been able to do that. We are now having some of the repercussions, I think, that result from the fact that we were not able to establish a true heat shield to protect this enterprise from the possibility of pressures.

It is new, it is struggling to get started, it hasn't had a long time to get its feet on the ground. It is a brandnew enterprise under the sun.

Of course, there are problems and difficulties. There are some differences in philosophy that I think have emerged. Essentially, what is going on, I think, is a conflict in the concern about whether this is to be centrally controlled or whether the control of this operation rests with the stations.

Now, everyone gives lip service to localism, but I must confess I see some contradictions in assertions that have come from spokesmen for the administration who say that it is becoming overcentralized and it ought to be more localized. And yet there have been moves in recent months which suggest the assertion of authority by the Corporation Board of exerting even greater central control.

So essentially this is the difficulty. We are very confident, however, as the Corporation's spokesmen indicated yesterday, that we can work out these difficulties. I think we are very close to agreement. In fact, we hope we will be able to announce an agreement soon between the licensees and the Board.

Obviously there are problems to be worked out. We are working at it very assiduously. We think we can manage this within the industry without resorting to changes in legislation.

Senator PASTORE. I was very impressed with what Mr. Benjamin had to say and I think he said precisely what you said.

Mr. HARLEY. That was a marvelous statement.

Senator PASTORE. He said whatever ails us is not so serious that we can't negotiate and settle it. Our prime fault or deficiency is the fact that the authorization time is too short, and the money is too little.

Mr. HARLEY. There is no question but what larger amounts of moneys would take care of many of the difficulties that besiege us.

Mr. Rogers, of course, who has been very much involved in these negotiations with the Corporation Board, will have a good deal more to say about the status of those negotiations when it is his turn to speak.

Senator PASTORE. In defense of the bill that Senator Magnuson introduced, I do want to say this—had we doubled, tripled, or quadrupled the amount suggested by the administration, there might be some reason for the lament. The fact is they are asking for $45 million; and I don't think it is that much of a difference. In my humble opinion that amount would give you the money for this central library index that we have been talking about, and it would also help you to do some things which you have been unable to do because the continuing resolution was $10 million short of what even the administration suggested.

That is all he is asking. Mr. Whitehead comes here and tells us it is too much money, and 2 years is too long. Frankly, I cannot reconcile that, and I would hope somehow they will review this position and we can come to an understanding.

I tell you very frankly that the Corporation is nothing without the local licensee, and the local licensees just can't struggle along without some help.

Mr. HARLEY. I will certainly say amen to that, sir. I will just add, I think everyone involved in developing the Public Broadcasting Act, the witnesses and Members of Congress and so on, recognized the greatest way to preserve freedom and independence for the local stations was to have enough money so that they could produce programs out of their own stations and have an opportunity, as Mr. Killian said, to select from a cafeteria of a great variety of programs.

So, it is inconsistent for the administration to diminish or keep down the amounts of funds that are available to the stations if they say what they really are after is localism, because in order to have the kind of independence and freedom at the local level that we need, we have to have enough money so we can do our own programing and not be so dependent on centralized sources of programing.

Senator PASTORE. Another observation was made with reference to interconnection. It was brought out that maybe 50 percent of broadcast licensees, that is, public broadcast licensees do not have the ability to tape some of these programs offered over the interconnection system in order to show them at their own convenience. For that reason, if they want a particular program, they have to take it when it comes over the interconnection. Is that figure about right, 50 percent?

Mr. HARLEY. That's right; yes.

Senator PASTORE. What is the promise with reference to cutting that figure down? Can you give us any illumination with respect to that?

Mr. HARLEY. Your bill providing $25 million for each of 3 years for facilities would greatly help.

Senator PASTORE. It would help in that regard?

Mr. HARLEY. Indeed. I must say the administration's notion that $10 million for 1974 would do the job is manifestly bad, because we happen to know that $25 million in applications is already on hand for fiscal 1974. We anticipate that at least there will be $10 million more coming in before the year is over.

So, it is very important that we have the funds to provide for establishing some new stations where we don't have any, to modernize existing stations and give them the kind of production equipment they need, plus the color and video tape recording equipment needed to record and play back networked programs.

Senator PASTORE. Essentially one way to promote localism and to remove their reliance upon interconnection is to give them the money so that they can get the facilities in order to become self-independent and show the program whenever they want and not rely on interconnection?

Mr. HARLEY. Absolutely.

Senator PASTORE. Any other questions of Mr. Harley?

The CHAIRMAN. Mr. Harley and I have been in this for a long time, as you pointed out.

Mr. HARLEY. Indeed we have.

The CHAIRMAN. Senator Cranston mentioned it, and other people have read about it, the fact that some programs were dropped, I don't know the list of them, but the ones that were complained about were the ones that were dropped. I think there is a connection. The reason that was given was that they were dropped for lack of funds; is that correct?

Mr. HARLEY. It certainly was a consideration. I think the statement that Mr. Benjamin made was directed at that point.

The CHAIRMAN. We don't fund for a specific program. The Corporation had to drop some because of the level of funding. It may be a coincidence, I doubt it, but the ones that were complained about were dropped. The reason that was given was lack of funds; not lack of overall funds, but lack of funds to take care of that program.

Mr. HARLEY. You have to make some priority determinations when you don't have enough funds, obviously. But the point is, we feel the stations ought to be involved in that decisionmaking process, and that is what Mr. Rogers and his group are working toward. The stations, after all, are in the best position to make a judgment on what programing is best suited to their community. They have techniques for ascertainment of what these interests and concerns are, and when they make up their schedules they are in the best position to make a judgment on what kind of national programing added to their local productions will give them the fullest and best-balanced schedule that can respond to the interests of their communities.

The CHAIRMAN. That is what we want. But I can't conceive that of all these programs that were all dropped, somebody didn't think at least one or two of them were in the best interest. But they dropped them all down the drain. They dropped these programs, every one, isn't that correct?

Mr. HARLEY. Yes. And the stations, of course, had indicated they wanted these programs. What we are working toward is a more effective means for the participation of the stations in that decisionmaking process.

The CHAIRMAN. I hope you can work that out because you know that every operator didn't want to drop some of those programs. What is the use in kidding ourselves?

Senator GRIFFIN. I have a question for one of the other gentlemen at the table. Is this the appropriate time, or later?

Senator PASTORE. Maybe just a little later.

Senator GRIFFIN. All right.

Senator PASTORE. Any further questions of Mr. Harley before he makes his introduction of the other members, so that Mr. Griffin can ask his question?

All right, you may proceed.

Mr. HARLEY. As I indicated, Mr. Rogers is a distinguished businessman in Dallas, has been involved in public broadcasting in many ways, and more lately as chairman of the coordinating committee of the governing board chairmen of the licensees.

Mr. Rogers.

Mr. ROGERS. Mr. Chairman, yesterday——

Senator PASTORE. Did you want to ask a question of Mr. Rogers?

Senator GRIFFIN. No, I wanted to ask a question of Mr. Gunn, Mr. Chairman.

Senator PASTORE. Will you introduce Mr. Gunn now?

Mr. HARLEY. It is a pleasure to introduce Hartford Gunn, for many years manager of one of our most successful stations, WGBH TV and radio, in Boston, and now president of the Public Broadcasting Service.

Senator GRIFFIN. Thank you, Mr. Chairman. You are still the president, Mr. Gunn, of the Public Broadcasting Service?

Mr. GUNN. Yes, that is correct.

Senator GRIFFIN. I am looking at a letter to the editor that you wrote to the Wall Street Journal a while back. You took some issue with the Wall Street Journal when they editorialized as follows:

> The fundamental objection to public TV, however delicately the objections are worded, is that it is ideologically unbalanced in a liberal-left direction.

In your letter, in which you maintain that, of course, there is no unbalance in public affairs programs, I was particularly interested in one paragraph of that letter:

> Obviously, figures do not prove that the content of our programs was ideologically balanced. However, transcripts and video tapes of the programs are available to any individual or group with the proper credentials in research or journalism, especially the Wall Street Journal, for a thorough content analysis of our public affairs programs.

[The letter follows:]

LETTERS TO THE EDITOR OF THE JOURNAL

[From the Wall Street Journal, Nov. 15, 1972]

TELEVISION FREEDOM

Editor, The Wall Street Journal:

In your editorial "New Direction for Public TV" (Oct. 23) you charged that public television's public affairs programs are biased and stated, "The fundamental objection to public TV, however delicately the objections are worded, is that it is ideologically unbalanced in a liberal-left direction."

Your charge is not supported by the facts.

For example, from October 1st of last year to October 1st of this year, the Public Broadcasting Service distributed some 1,700 hours of programming. Of this, three-fourths had nothing to do with public affairs but consisted of children's and cultural affairs programs. Therefore, you are questioning only one-fourth of our total national program effort, or about 400 hours.

I believe the following figures are a strong indication that PBS is firmly committed to the presentation of balanced and fair public affairs programs.

Of the clearly identifiable political figures appearing on our public affairs programs in the one year period through October of this year, 53% were Democrats and 47% were Republicans. In programs dealing specifically with partisan issues in an election year, 56% of the programs featured Republican Party spokesmen while 44% featured Democratic spokesmen.

Obviously, figures do not prove that the content of our programs was ideologically balanced. However, transcripts and video tapes of the programs are available to any individual or group with the proper credentials in research or journalism, especially The Wall Street Journal, for a thorough content analysis of our public affairs programs. I believe such an analysis would yield ample evidence that public television's national program service is neither left-wing nor right-wing—nor any other wing.

Your editorial also endorsed the idea that public TV should "downplay or even eliminate political and public affairs commentary" in order to please the White House. Is The Wall Street Journal seriously suggesting that the government should intervene in the programming of American television—commercial or noncommercial? Your newspaper, which has so often defended freedom of the press, should realize that this freedom is not divisible between print journalism and television journalism. Neither is it divisible between commercial and noncommercial television.

HARTFORD N. GUNN,
President, Public Broadcasting Service.

New York

PUBLIC TV'S ROLE

Editor, The Wall Street Journal:

Your editorial puzzles and dismays me. It puzzles me because you seem unaware of the realities of the TV maze. It dismays me because it provides so much ammunition for the bombardiers of a greatly needed channel of communication. You will agree, I trust:

1. That public opinion is not well informed—or at least, not sufficiently informed to meet the needs of these critical days;
2. That television can play a major role in the task of informing the public;
3. That commercial television will never do the job adequately, because public affairs do not attract audiences—and therefore the advertising—of the proportions of those who turn to entertainment programs;
4. That the only hope, therefore, for genuine public affairs programming lies with public television. (Pay TV, which you suggest, is too far distant.) Public TV can make its greatest contribution, in fact, in the public affairs area.

Yet you oppose public television, presumably not because you are against the discussion of public affairs, but because you have concluded that public affairs programming on public TV has been overwhelmingly slanted toward the left.

You say: "The predominant liberal-left direction of its news and public affairs shows is undeniable." Well, "what has always seemed to me undeniable is that the word "undeniable" should be used only in political campaigns and such. Moreover, the statement is, to my mind, at least semi-deniable. It is true—and I have said so—that segments of public affairs shows on public TV, especially in the case of Channel 13, have shown an ideological slant, but I do not believe that this is true of a majority of the programs.

The real danger is that readers of the editorial might conclude that it is impossible to put objective public affairs programs on public TV and that any attempt to provide essential interpretation results in opinion. That is a false assumption. I can offer personal testimony on that point; I did a program for six years on public television, called "News in Perspective" and we were never accused of slant one way or another, even though we attempted to supply the background and the meaning of the news.

What is especially frustrating is that many of those who complain of slant—Mr. Agnew, for prime example—are not really complaining that the news is biased but that it tilts in the wrong direction, meaning not in their direction.

I am not making that indictment against your leader writer. But I do not think that he should have suggested throwing public TV, still an infant, out of the public affairs tub with the slightly polluted bath water. That would be as though I would cancel my subscription.

Senator GRIFFIN. During this committee's consideration of the 1970 Public Broadcasting authorization bill, I offered an amendment which was quickly opposed by many people in Public Television—an amendment which would have provided that audio tapes of public affairs programs would be maintained for some reasonable period of time and would be available at the expense of the person requesting a copy.

There is the provision in the 1967 act which states that one of the purposes of the act is to facilitate the development of high-quality programs "with strict adherence to objectivity and balance in all programs or series of programs of a controversial nature."

You certainly agree with that part of the act, I would think?

Mr. GUNN. Yes.

Senator GRIFFIN. And you don't want Government censorship of your programs?

Mr. GUNN. No, sir.

Senator GRIFFIN. But it would seem to me that private individuals who are interested in trying to assess the objectivity of those programs should have some way of finding out what was on the air.

Mr. GUNN. I agree, yes, sir.

Senator GRIFFIN. Then are you saying that you would support such an amendment as I have offered, or are you saying, as your letter indicates, that you are already keeping them?

Mr. GUNN. Yes, sir.

Senator GRIFFIN. But you say they are only available to any individual or group with the proper credentials. I don't know who is going to judge the proper credentials, but I assume you are. Is that as far you are going to go in making them available? What if I want them?

Mr. GUNN. Senator, first I would like to say that it was your suggestion which prompted us to tighten our standards of recording and archiving the materials of our public affairs broadcasts, as well as all of our broadcasts that flow over the interconnection system. So, we are indebted to you for pointing up the need for such an undertaking.

Senator GRIFFIN. Thank you. I am not sure that you are indebted to me for anything as yet.

Mr. GUNN. Second, as to whether it is a good idea that it be written into the legislation, I would only say that it is relatively easy and inexpensive for an organization of the size of the Public Broadcasting Service to undertake to record, transcribe, and store these materials for possible later reference.

It is considerably more expensive, relatively speaking, for individual stations to do this. So, I would speak to our own organization and say I think we could and should and are doing this. Whether individual stations can or should do this with their limited budget, I think is another question.

The third point that you raise, which is whether or not they are available to anyone who wishes to have access to them, the answer is yes, on an individual program basis.

What I was suggesting to the Wall Street Journal was that if they wanted to make a total review of all of the programs to determine objectivity and balance overall, that this ought to be done.

First of all, that is a time-consuming expensive process for us, as well as for that individual—this ought to be done by someone who comes with a background in communications research or journalism, who is prepared to take the time required to make an adequate search and judgment.

Insofar as individual programs, individual transcripts are concerned, they have been made available and will continue to be made available to any individual that requests them.

Senator GRIFFIN. If I can just take a few more minutes on this subject, I got interested in this question a few years ago when we were having the debate in Congress on the ABM. As you know, that was a very difficult issue for Members of Congress, and incidentally, it was decided in the Senate by one vote. It is my position, and I realize others don't agree with it, that if we hadn't supported the President on the ABM, he would not have been able to negotiate the SALT agreement. But putting that aside, this program was nationally distributed, and I assume by your organization. It was a very interesting example for me because my chairman of the other party happened to agree with me on the ABM, as I recall. Is that right, Mr. Chairman?

Senator PASTORE. That's right.

Senator GRIFFIN. I had heard about this program and that it was biased and unbalanced. Unfortunately, I did not get to see it, but, of course, you can't be watching all the channels all the time. At the time, I asked for a transcript or a tape and indicated that I would be glad to pay for whatever expense was involved, but the answer was no, even though I was a Member of Congress, and even though I was a member of this committee.

Mr. GUNN. Was that request made of the Public Broadcasting Service or was it made of the producer of the program? I am trying to recall.

Senator GRIFFIN. I can't recall either. In any event, I did not get any help. Frankly, your letter to the Wall Street Journal only keeps me going, because you are going to make these tapes available only to people that you consider have proper credentials in research or journalism.

Now, if you believe that policy is a substitute for my legislation, I don't. To avoid any kind of Government censorship, you should make programs broadcast over-the-air available to the public as is the case with material that is printed in the newspaper. It is in the public domain at that point. I don't see how any broadcaster can refuse or make it difficult to find out what has been put on the air.

Mr. GUNN. I agree with you absolutely.

Senator GRIFFIN. I hope I get support for a change in the law this time around.

Senator PASTORE. The fact is your amendment was passed by the Senate, went to conference, and the House knocked it off on the promise that they would reconsider it and handle it as a separate matter. You remember our committee supported you on the amendment. The only thing we were a little worried about was the expense that was involved.

Mr. Gunn brings up a good point. In order to avoid duplication by having 238 stations make tapes on a program that has a national circulation, that the service ought to do it. I think that is the answer to the problem. Maybe we ought to refine this about who ought to have it.

I think we ought to have new guidelines. I quite agree with the Senator from Michigan, that inasmuch as we have to appropriate money, if the question did come up, not that we would have a right to change it, we could have a right to criticize it if we wanted to, but I don't think we ought to get into censorship, but I think we ought to at least have the right to see it.

Mr. Gunn. Absolutely.

Senator Griffin. One response that we heard from your people was that a recordkeeping requirement should not apply to public television stations if it is not going to apply to commercial stations. My answer is the same principle ought to apply to both. But we have only got one bill before us and we have got to take one bill at a time. While it seems to me that the principle is applicable to both groups, it is particularly applicable to the public television sector where the taxpayers are paying for it.

Thank you, Mr. Chairman.

The Chairman. Mr Chairman, may I say this. We have discussed this matter a great deal. I join with the Senator from Michigan on this. I have always contended that there should be some way to have this kept. But we are constantly faced with the cost problem.

I don't think this committee has ever had any figures yet of just what it costs to make a tape of a show. I have a feeling that it doesn't cost too much. The national thing can be done as you suggested.

What about your local TV station that engages in some talk shows and maybe a local issue about something. What does it cost him to make a tape of that? It doesn't cost much, does it?

Mr. Rogers. In some cases, in the small local stations who do have local programing of the type which you are now alluding to, it might cost them 50 percent of their total yearly budget to do what you are suggesting.

The Chairman. To tape a program when it is going on?

Mr. Rogers. They don't have the equipment. They don't have the equipment, and these tapes are very expensive. You know we are talking about——

The Chairman. You wouldn't say the same is true for public radio?

Mr. Rogers. Well, public radio is not making video tape.

Senator Cook. I think the chairman is saying he doesn't want a video of it, only an audio of it.

The Chairman. I don't want to look at it again.

Senator Griffin. That is what I am talking about.

Mr. Gunn. We could develop those costs for you if you would like to see what it would cost a typical local station.

The Chairman. You can go downtown and buy a radio and you can plug it in and make a tape of it for very little money. But you are getting to a point in some of these heated issues, that no one knows what was said, this is what causes some of the trouble. No one knows what was said. Somebody will call you up and say, "Did you hear what somebody said about you on TV last night?" You say, "No. I didn't hear it. What did he say?" He says, "My neighbor told me he heard it, and it was pretty bad." You go down to the station to find out; they don't remember anything. There are 16 different views. It is like a group standing on the corner in an automobile accident, they all have different views.

Mr. Rogers. Public television belongs to the people. It is the public's business, and there is no reason why you shouldn't have access to every word that is spoken on public television if you want to have it and if we can exist financially and supply it. This bill is going to help us do that.

The Chairman. I think we need some hard figures; what does it cost a station to make a tape—not of all programs, but ones a station knows is going to be controversial, and keep it, as the Senator from Michigan says, for a reasonable period of time.

Senator Pastore. I think this applies only in the case of public affairs programs. We are not talking about "Sesame Street," "Misterogers Neighborhood." Don't start taping that.

Mr. Rogers. We will develop those costs and with your permission submit them with the record of this hearing.

Senator Cook. Would you develop those costs only on an audio basis? There is no need to video these programs. That is all that is necessary.

Mr. Rogers. Wholly on an audio basis.

[The following information was subsequently received for the record:]

Additional Statement Regarding Audio Recording of Public Issue Programing on Public Broadcasting

1. No educational/public broadcaster should have any reluctance toward making as widely available as possible that which he broadcasts. He is proud of his programming, and bears a total responsibility for it, as to its fairness, balance and objectivity, and other criteria.

2. Mr. Hartford N. Gunn of PBS has already indicated that the Public Broadcasting Service has no objection to retaining such copies, and in fact already does so. The same is presumably true for other national and regional producing/distributing agencies in educational/public radio and television.

3. With regard to local stations, stations are already required to be able to document cases where complaints are made, such as fairness or personal attacks. The FCC has accepted responsibly prepared summaries of content in such cases, where recordings were not available.

4. Previous discussions refer to this recording as a means of making public broadcasting more objective and more responsive to local needs. Public broadcasters share these goals of objectivity and responsiveness, but this surely carries the matter much deeper than simply the issue of archival recording. We believe that these issues were as the heart of much of the three days of this hearing, and may have been substantially resolved in view of the new and proposed actions in these regards announced by the Corporation for Public Broadcasting and by the licensee representatives.

5. For a large program supplier/distributor, or large station, additional recording costs may not be overly burdensome. Of much more serious concern to us must be the impact of such costs on a very small TV station, of which there are quite a few, with budgets under $100,000/year. Even these TV stations have few problems compared to the small noncommercial radio stations, of which there are over 500, most with total annual station budgets under $20,000 per year.

(Interestingly, as you may know, it is these small radio stations which do the greater share of local programming, averaging ⅔ local, compared to 15% local production of the TV stations. Thus not only are these radio stations in poor financial condition, but they would face a far larger recording problem than would their large TV colleagues.)

6. Because of this serious problem, we might suggest that the recording be required of only the national radio and TV program suppliers; if that is not possible, then it may be necessary to add funds to the funding legislation which could make it possible for all licensees to comply.

7. We do not know the burdens, if any, or desires of the commercial broadcasters regarding such a recording requirement. We would hope that any final

legislation would have the benefit of their counsel on these points, and that the noncommercial broadcasters would not be the only licensees singled out for such a requirement.

8. Because such public affairs recording does involve a number of problems for licensees, we would welcome the opportunity to discuss them further in open hearing so that these matters get the additional attention they deserve.

Senator Stevens. I was doing some work on Sunday afternoon and turned on a special about public broadcasting. The first thing I heard someone was saying every time there is something like public support for public broadcasting, every two-bit politician wants to get involved. I don't know who said it.

Senator Pastore. I know, Pete Lisagor said it. It was a Sixty Minutes program, and it was on Columbia Broadcasting System.

Senator Stevens. I would like to question that fellow he is talking about.

Senator Pastore. I don't know who he is talking about. I know he wasn't talking about me.

The Chairman. If it wasn't for politicians, you wouldn't have educational TV.

Senator Pastore. Don't let that bother you. We have been called worse than that. That is the trouble with this. We are getting a little too thin-skinned.

Mr. Rogers. Mr. Chairman, with your permission, yesterday you had before you a distinguished board of the Corporation for Public Broadcasting. Today you have had introduced to you distinguished boards of directors of the National Association of Educational Broadcasters, Educational Television Stations Division, and the Public Broadcasting Service, but there is a new player in the game for the first time today, and it is the Board of Governors of Public Television, a lay board. I submit to you, and I won't take the time to introduce every person individually, but I submit to you that this is one of the most distinguished boards with which you have ever been faced, but more importantly, the names and how distinguished they are is nowhere near as important as their dedication to public television without remuneration, because they believe that it has the potential to become the most constructive nonprofit institution in this country.

I will just read you the names very briefly, and without a long autobiography:

Edmund F. Ball, the chairman of the Ball Corporation, also the chairman of the university, Muncie, Indiana, WIPB;

Mrs. Allen E. Charles, the chairman of the San Francisco Station and vice president of the board of trustees of Stanford University, KQED;

Moise W. Dennery, Louisiana ETV Authority, distinguished attorney from McCloskey, Dennery & Page, New Orleans;

Salvatore Fauci, head of the board, WSKG of Binghamton, New York, and a distinguished attorney at Simonds & Fauci in Endicott, New York.

Dr. William Friday, Chapel Hill, North Carolina, the president of the University of North Carolina, WUNC;

Alfred C. Galloway, Nashville, Tennessee, president of the Community Savings and Loans Association, WDCN–TV;

James G. Harlow, Morgantown, West Virgina, president of West Virginia University, WWVU;

C. Bart Hawley of Cincinnati, Central Regional Manager for Borden Chemical Division of Borden, Inc. WCET;

Philip Heckman, president of Doane College, Crete, Nebraska, Nebraska ETV Commission;

Roy A. Hendricks, the Georgia ETV Network, chairman of the Georgia State Board of Education;

Ethan A. Hitchcock of New York, chairman of the New York station, WNET, distinguished lawyer with Webster, Sheffield, Fleischmann, Hitchcok & Brookfield:

Sidney L. James, chairman of your Washington station, WETA, a distinguished journalist and businessman;

John Lowell of WGBH in Boston, one of the outstanding stations in the country, of the firm of Welch & Forbes, and whose father, along with Dr. James Killian, could probably claim to be as close to the fathers of public television as any two men in the country;

Dr. Donald R. McNeil, WMEB, Orono, Maine, who is the chancellor of the University of Maine;

Newton N. Minow of the Chicago station, WTTW, attorney with Sidley & Austin, well known to all of you for his service in the government—

I will pass up myself, I have been introduced—

Mrs. Bert E. Roper of Orlando, Florida, WMFE, teacher, businesswoman and civic leader;

Leonard H. Rosenberg of the Maryland Center for Public Broadcasting, president of the Chesapeake Life Insurance Company of Baltimore;

Dr. John Ryan of Bloomington, Indiana, WTIU, president of Indiana University;

H. Russell Smith, KCET, the Los Angeles station, president of the Avery Products Corporation of San Marino, California;

Irby Turner, Jr., Mississippi Authority for Educational Television, attorney at Belzoni, Mississippi;

Dr. Richard VanHoose of the Kentucky Educational Television Network, superintendent of the Jefferson County Public Schools, Louisville;

Robert G .Waldo, KCTS, Seattle, Washington, vice president of the University Relations at the University of Washington; and

Frank Wozencraft of KUHT, Houston, distinguished attorney with the firm of Baker & Botts.

I am sorry to take your time, but I want you to understand that these laymen offered to you for the first time, representing the public sector without any compensation on the part of the licensees, are one of the most distinguished groups of people from every part of the country and from every segment of public television.

Senator PASTORE. May I put the same question to you, sir that I put to Mr. Harley, and I don't need to reframe it. I think you are familiar with it. Will you give us your observation of what ails us? What is basically the trouble? Why all this fuss?

Mr. ROGERS. I personally feel that there are a great many people in the United States who do not fully appreciate what this committee already appreciates, namely, that the potential for public broadcasting is great, that we have made only a beginning, and that what public broadcasting has demonstrated it can do can be expanded, and that will help us solve the social problems and the economic problems of this country by bringing understanding to all the people in this Nation from kindergarten through old age.

What we can do is tremendous and enormous, but a great many people don't know it. This is the first time, Mr. Chairman, that you have represented at this hearing the public. The public has been strangely absent in the past because they didn't understand.

But there are over 40 million families now who listen to public television every week, and those 40 million families mean more than 40 million people. They are not mass audiences as in commercial broadcasting. They are audiences who have special needs and special desires which they find can be satisfied only by public television and by public broadcasting, and those people for the first time are alert, and these distinguished laymen on the boards of these stations, all throughout the country, finally realized that the public must get involved, that with all the help that you gentlemen have given us in the past and are willing to give us today, you must have the help of the public and the public is determined to give you that help.

And these men who are busy men and distinguished men are not going on this board because of their name. They are going on this board with a commitment to serve the public without compensation in the interest of all the people. When the public understands what public television and public broadcasting is all about, as you already do, you will see a solution to this problem, and in my testimony I think you will begin to understand how we are going to bring about some of this.

Senator PASTORE. You may proceed.

Mr. ROGERS. While the vast smorgasbord of programing to which we all aspire has not yet come to pass due to the lack of funds and the inability to do long-range planning, nevertheless, the progress which has been made by the local stations with the assistance of a small amount of national programing has really been phenomenal.

Today the local stations want to thank this committee for its continued interest in public broadcasting.

Incidentally, I did not ask a representative of these distinguished laymen to stand since the room was so crowded, we just asked for a cross section, and I hope that those who are here would stand so that you could recognize them.

As spokesmen for the majority of 147 licensees who presently operate 234 public television stations, we should like, first, to bring you up to date on the status of local stations at home; and, second, on the relationship which presently exists between the licensees and the Corporation for Public Broadcasting.

You already know that it has always been necessary for the local stations to find funds to operate in their own communities. These local funds comprise approximately 80 percent of the total funds which are being expended for public broadcasting today.

The other 20 percent of the funds have been made available by the Congress to the Corporation for Public Broadcasting.

The programs of the local stations differ depending upon the needs and demands of their own local constituencies, but the total air time for public television finds instructional broadcasting comprises 49 percent, cultural arts and crafts, 33 percent, and the so-called news and public affairs, 18 percent.

Since the autonomy of the local station is not in question, the only problems which seem to be the subject of most of the publicity and argument revolve around national programing.

Without wishing to take your time to review facts you already know, we emphasize that even the small amount of national programing has been a vital necessity to keep most local stations on the air. Programs such as "Sesame Street," "The Electric Company," "Misterogers Neighborhood," and "Zoom," which comprise the most popular of the childrens' programing, are presently beyond the financial ability of any single station.

It is also true that with a few exceptions, programs of this caliber are beyond the technical ability of many stations.

A similar statement can be made about cultural programs in the field of drama, music and the arts.

Finally, public television at present is about the only television which provides indepth programing during evening hours in the field of public affairs.

Great emphasis, where funds are available, is directed to local public affairs by many stations.

It is well known that there have been differences between the local stations and the Corporation for Public Broadcasting in the field of national programing. It is the licensees' considered opinion that most of the difficulties which have caused these differences are basically due to insufficient funds at the national level.

The result of this lack of money has obviously caused lively discussions and arguments about what programs should be funded. If sufficient funds were available at the national level, there would be room for a much greater diversity in programing and this would cause many less difficulties and differences.

In the past year, the public has recognized that a much greater interest in public broadcasting must be evidenced by the public through its chosen representatives. Since the licenses are held by a variety of public institutions, which includes community stations, universities, statewide educational entities, local school boards and others, it has been acknowledged that the representatives of the public must participate much more actively in making policy for the local stations.

They should agree among themselves as to the policies which the local stations wish to have implemented at the national level, and then to have these policies executed by qualified professionals.

As a result, and without impinging in any manner upon the autonomy of any local licensee, a decision has been reached by a substantial majority of the licensees to create one organization to act for them on matters of policy at the national level.

This decision is being formalized by the creation of a licensee's organization which will replace the three organizations which presently exist.

Those are: the group of Governing Chairman; the Public Broadcasting Service; the ETS Division of the National Association of Educational Broadcasters.

We have been authorized to tell you that the board of directors of all three of these institutions have unanimously agreed upon the creation of this single licensee's organization and when vote of the membership takes place later on this week, it is expected that that organization will become the duly constituted representative of the licensees to act in their behalf at the national level.

Senator Pastore. Would you say at this point, Mr. Rogers, that once this is consummated, the controversy over localism will be put to rest?

Mr. Rogers. Well, I am going to speak to the point of localism before I get through in this testimony, and I would prefer to answer the question at that time.

Obviously, when there are 147 licensees, there are bound to be differences of opinion. It is not possible to represent to you that this group will necessarily be authorized to represent every single licensee, but with the unanimous vote of the boards of these three existing organizations, we feel that you can properly look to this licensee's organization to be the voice of the majority.

Since virtually every educational institution and every other charitable and nonprofit institution in the United States is governed by a lay board, the licensee's organization will also be governed by a lay board.

However, the professionals through the United States will have a board representing them, which will meet with, consult with, and advise with the lay board, even to the extent that the professionals will have the right to approve the executive head of the licensee's organization.

Senator PASTORE. Whom do we include as a professional?

Mr. ROGERS. The professionals are the station managers throughout the nation, and they are absolutely indispensable to the success of public broadcasting, and the welding together of the public and their laymen and these professionals has been urgently needed for many years.

Senator PASTORE. I agree.

Mr. ROGERS. Now, as to the present situation existing between the Corporation for Public Broadcasting and the licensees.

In recent months the distinguished Board of the Corporation for Public Broadcasting and the equally distinguished board for the licensees have been in constant communication, studying the problems which exist and attempting to resolve them.

The negotiations between these two boards have taken place in an atmosphere of complete candor, and each board has conducted these discussions in a spirit of cooperation and good will.

At this point I would like to interrupt my prepared remarks to say that I have been convinced for a long time, and I hope everyone is convinced after yesterday, that the people who appeared before you on the Board of the Corporation for Public Broadcasting are men and women of integrity and independence, and there should never be any question about those people who appeared before you yesterday, and we do not question them.

There are three major requests made by the licensees to the Board of the Corporation for Public Broadcasting. The first concerned programing at the national level where such program or programs were being provided by the Corporation for Public Broadcasting, either with funds which the Corporation had made available to them by Congress or with outside funds which the Corporation had been able to obtain from other sources.

On this first point, the licensees took the position that since the decision as to what programs were to be transmitted were the decisions of the individual licensees, that the Corporation should work closely with the licensees to be certain that funds—particularly those supplied by the Congress—were not expended for programing which the licensees did not feel were desired by them.

And that first request of the licensees to the Corporation has been agreed upon completely by the two boards and that matter is settled.

The second request which the licensees made to the Corporation is that there be "freedom of the interconnection." This meant simply that the licensees felt that the programs which the licensees desired and which could be made available from many sources could be delivered to the licensees over the interconnection without restraint or censorship.

This would not have been a difficult point to settle, were it not for the fact that the Corporation is charged under the law to be certain that programs or series of programs of a controversial nature must be objective and balanced.

It is readily understood that there could be honest differences of opinion between reasonable men on the subject of whether a program or a series of programs met the legal requirement of objectivity and balance.

This difficult problem has been resolved by agreement between the Board of the Corporation and the licensees by arranging to create a monitoring committee, three of whom would be selected by the Corporation, three of whom would be selected by the licensees, to deal with programs where it was alleged that a program or series of programs might in fact violate the law on the question of objectivity and balance.

The solution arrived at was that if four of these six qualified persons agreed that the program or programs were in violation of the law, that they would have the right to forbid these programs being transmitted over the interconnection.

This solution seems to all of us to be a sound one, and we shall proceed under that agreement.

However, there was a further question raised on the subject of "the freedom of the interconnection." The licensees maintain that the scheduling of each individual's station is solely the province of the individual licensee, and since national programing is an extension of the local scheduling procedure, the licensees should have the primary right to determine the scheduling of the interconnection.

The position of the licensees is contained in a memorandum dated March 20, 1973, which with your permission, we now offer for the record. I do not plan to take the time of this committee, unless you request it, to read this memorandum in detail.

Senator PASTORE. No, but I should like to ask you a question at this juncture with reference to licensee freedom to choose the time for what comes over the interconnection.

You say here that "the licensees maintain that the scheduling of each individual's station is solely the province of the individual licensees, and since national programing is an extension of the local scheduling procedure, the licensees should have the primary right to determine the scheduling of the interconnection. The position of the licensees is contained in the memorandum," and then you go on.

When you say that "the licensees should have the primary right to determine the scheduling of the interconnection," would you be bound by the fact that if you have got a vote of 60 to 40; wouldn't the other 40 just have to make the sacrifice and take it, or what?

Mr. ROGERS. No, I don't think that that is in the true spirit of an organization of this kind, because we all know that sometimes there are exceptional programs that no one ever heard of before that might be desired by 10 percent, and the Boards of this organization have got to be composed of the kind of people that I have read to you today, and the professional Board has got to be composed of people from all walks of life—big stations, little stations, university stations, community stations, and so forth—and those Boards representing the licensees have got to be willing to realize that the problem is not that the majority rules, the problem is to defend the right of the minority to dissent, and that is the way it goes in a democratic organization such as we propose.

The way in which this is being put together, and I am sure you don't want to get into all those details, this procedure protects situations such as this——

Senator PASTORE. May I give you an example of what I mean so we can clarify the situation?

Mr. ROGERS. Surely.

Senator PASTORE. Let's assume that it was agreed by the licensees that the scheduling of "Sesame Street" should be at 5 o'clock in the afternoon and it just so happens that in a particular community there is a local soccer game which is of tremendous community interest to be played at 5 o'clock.

Naturally, that particular licensee has to make up his mind whether he will take "Sesame Street" or televise the soccer game. In that particular case, how does it work out?

Mr. ROGERS. Of course, actually what should happen in that particular case, the licensee should have a video tape machine and tape "Sesame Street" on the video tape and run it when he wants to.

Senator PASTORE. What if the licensee doesn't have a video tape machine?

Mr. ROGERS. If he doesn't have it, he is in real trouble, because only he can make that decision.

For example, if 90 percent of the stations all over the United States were accustomed to running "Sesame Street" at 5 o'clock, with all due respect to the soccer game that was about to be played in Peoria, Ill., it wouldn't be fair to all the stations all over the United States to say you can't run "Sesame Street" because one soccer game is going on in Peoria.

Senator PASTORE. Essentially he is a party to this memorandum and he has to be bound by it, even though in a particular case, it might be inconvenient for him?

Mr. ROGERS. Correct. We hope to persuade the Congress, or much more importantly, the local people, to put up some more money so that he could solve this problem himself and will not have to be dependent on the interconnection in a situation like this.

Senator PASTORE. Senator Stevens?

Senator STEVENS. This may seem oblique, but what is the difference between what you are describing and a public broadcasting network?

Mr. ROGERS. Oh, there is a tremendous difference. There is a tremendous difference. When the Carnegie Commission report was written, it was never envisioned that there would be a live network. It was envisioned that there would be an interconnection so that the local stations would be able to obtain a large variety of programing which they could then use when they wanted to or not use at all if they didn't.

But what happened? This was dependent upon a level of funding—and I would have to consult, but my guess is somewhere in the vicinity of $300 million a year from the Federal Government—that has never come to pass, and if it were not for the live interconnection, we would have stations that would be absolutely dark tonight.

You heard Dr. Killian yesterday, who was the father of the Carnegie report, and I went to Boston last Friday and had a long discussion with him on this very subject, and he said yesterday what he said to me last Friday. He said, "Ralph, in real life, it is impossible for this system to exist without the live interconnection today. Some day I hope we can get to the place where we can have what we call a soft interconnection."

But by the same token, it was envisioned in your law and in the Carnegie report that the facilities for the live interconnection would always be present when circumstances arose where that was desirable or necessary.

So, it is really a question, Senator Stevens, of economics. We would have stations that would be black if it were not for this interconnection today. We have stations that can broadcast off an interconnection but have no facilities to record and rebroadcast.

I must point out to the committee when they talk about providing money, and the distinguished president of the Board yesterday quoted you some figures, the hardware which involves a lot of money for localism and local programing is tremendous, but the operating cost which comes every year—when we pay for the hardware, it is paid for—but the operating cost goes on every day, and it is staggering, and please take into account that when you grant hardware, there must be provision for money to operate the hardware.

You know, it reminds me of all our universities, people are sometimes very generous in giving them buildings, but nobody provides any money to keep the buildings up and to keep the floors swept and so on, and the universities are in trouble, but that is off the subject.

Senator STEVENS. It seems to me that when interconnection is live interconnection, you have a network that is in effect the same as CBS or ABC or NBC. What you are talking about is a public broadcasting network. I want to know where that is going in terms of dollars—this live interconnection.

There are places in Alaska that don't have any television, and I am more interested, frankly, in getting facilities to people who have no service. Even if it is canned and it is a week old, it is better than nothing. You are talking about spending millions of dollars for live interconnection to deal with the cities that already have two and three networks serving them. Isn't that correct?

Mr. ROGERS. Senator Stevens, I am sorry, but I have to point out these facts in answer to your question.

First of all, to serve those stations in Alaska will cost a great deal more than if they were on the interconnection. The interconnection is not something in order to create a network or to create any system that you or we don't want. It is the fact that this is the cheapest way to deliver the programs to the public, and hopefully it should be possible with satellites and so forth to deliver it to your stations in Alaska.

I can assure you that if they have to get it in the way we got it for many, many years, which we call bicycling, that the cost would be absolutely staggering.

The amount of money you are asking for in this bill wouldn't pay for the bicycling costs.

Senator Stevens. That is my next question. We are coming to satellite. I wonder what is the relationship between what you are talking about, interconnections, and the capacity of our satellites as far as a public broadcasting system?

Mr. Rogers. There is no question that if the Congress in its wisdom were to undertake to be certain that in these satellite systems there were channels dedicated to public broadcasting which could be used hopefully free of charge or certainly without profit, this would not only provide you with this interconnection which you so urgently need, but in addition to that it will reduce the cost to the American people by a very substantial amount.

This is something which is the subject for another day.

Senator Pastore. To answer, or to pursue the situation that has been presented by Mr. Stevens, let's take "Sesame Street," for example.

Now, if you did have a local license in Alaska some place, they wouldn't be on the interconnection system at the present time, but many others would be, and one of those might tape it. Is there any way that that licensee in Alaska can get "Sesame Street"?

Mr. Rogers. Oh, certainly. He does.

Senator Pastore. He doesn't care when he gets it, provided he gets it?

Mr. Rogers. He gets it. We undertake to provide those programs to Alaska.

Senator Pastore. In other words, the show is in a library, and all they have to do is ask for it, and they can get it?

Mr. Rogers. Absolutely.

Senator Pastore. It might take a little time.

Mr. Rogers. And it costs a lot more, but Alaska is entitled to it and Alaska gets it.

Just 2 weeks ago here in Washington, we had two or three representatives of the stations in Alaska who attended the meeting in the discussion and creation of this organization. They were most enthusiastic about the programs.

Senator Pastore. The only impediment is getting it live?

Mr. Rogers. That is now. But that can be solved and I hope it can be solved before not too long.

Senator Cook. May I ask you this question? I want to read to you from the Congressional Report on Public Broadcasting of 1967.

> The committee was persuaded that the corporation needed this flexibility and discretion not to establish a fixed schedule of network operation but to take advantage of special or unusual opportunities that warrant the corporation directly contracting for interconnection facilities.

In light of that language, which certainly was accepted then in 1967, and in light of your testimony that some stations today, if it were not for the interconnection, would be totally dark, then this is absolutely contrary to the original intent of Congress. Let me pursue it, because I think I see what you are really talking about, because if the Congress also accepted the Carnegie report and accepted the idea that the maximum cost of this thing would be somewhere in the vicinity of $300 million a year, and did not do it, then the interconnection became that by default, didn't it?

Mr. Rogers. Exactly, no question about it at all.

Senator Cook. And the original intention, then, as I understand it, in relation to the questions from Senator Stevens, was that the interconnection was to be used somewhere in the nature of a library service, that you could continue to feed programing, you could continue to feed things to stations, you could set up a schedule, so to speak, if a station wanted to pick you up on the interconnection for a particular program, it could; if it didn't want that program, then it didn't have to video tape and utilize it at a later date, but it was to be like a wire service, it could be five paragraphs long, but you could take two sentences out of it for a 5-minute news program. Was that the intent of the interconnection?

Mr. Rogers. Yes, it was. What we have today is we have the situation where there are perhaps 25 percent of the stations in the country who can use the interconnection service in the way in which it was originally intended and we have 75 percent who can't.

But we must be realistic, we live in the real world, and the fact is that it is a lot cheaper to tape programs, let us say, like "Sesame Street" and "The Electric Company" and transmit as if it were a network than it is to do it in any other way.

When money is so precious to the local stations and so precious to the Federal Government so that we had a demonstration yesterday that the Federal Government can't even restore the $10 million that they were willing to give us last year, then I submit to you that we should recognize the real facts of life and that we should keep in mind what we want in the way of an interconnection service until we can afford it.

Senator Stevens. May I interrupt?

Senator Cook. Go right ahead.

Senator Stevens. As I recall, the first appropriation was $5 million. It is my information that last year the corporation spent something like $11 million to improve live programing for programs that cost $13 million. What we are really talking about is money, isn't it?

Mr. Rogers. Yes.

Senator Stevens. We have gone from $5 million to $45 million in 5 years.

Mr. Rogers. Not yet; $35.

Senator Stevens. That is the request that is being criticized. If we had anything in Government that increased nine times in 4 years, it would be closely scrutinized. I really don't see the rationale in terms of the cost of the live interconnection.

Senator Cook. That is not a good analysis, Senator, in all fairness, because Tom Whitehead and I got into that yesterday. You know when you start a new program in the Congress, you start it at a very low level, but actually the hearings and the reports at the time that this was originated showed a much, much larger cost in the future. They knew what they were getting into, they knew when they started with $5 million they were going to have to be way up in the millions and millions in a short period of time if the growth factor that had been projected really occurred.

Consequently, when they bought it, they had to understand at that time what they were buying. If they failed to do it then, then we either ought to get out of this business completely or we ought to understand what the original program really called for.

The point that I wanted to get around to, though, was if we do not get this on a logical basis of funding, then the argument from my friend, Dr. Whitehead, that we cannot have a fourth network, that we have got to have localism, then he is really defeating his own remarks, because in effect if you continue it at a low level of funding, you have got to maintain the interconnection and if you do not fund it at a consistent and appropriate level, then the necessity to use this interconnection becomes a reality, and you will never have localism, you will never see local origination, and you will never get rid of the interconnection until you have the appropriation at an appropriate level over an appropriate level of time.

Senator STEVENS. That's what I said. I just asked if you are going to use increased money for live interconnection, or are you going to do it for funding of local stations? You can't do both.

Mr. ROGERS. I think the answer to that is very clear. You have got your fundamental interconnection established and the fundamental costs established. There are some increases due to the contract with A.T. & T., but there is no such thing as doubling.

Senator COOK. That's correct, and you are not going to get rid of the interconnection, because the interconnection was an integral part of the ability of the stations to pick up from the library, to pick up special things, so, therefore, I don't care whether you turn this interconnection off at 11 o'clock and dont' turn it on again until 12 o'clock and come back in to feed stations at 3 o'clock, the cost of the interconnection is there; it is not going to go away, Ted.

What you have got to understand is that this interconnection was a feeding system, not a network system, and it was a system by which you were to give to the networks or to give to the local stations specific things that they might want to run, taken from a fabulous library that ought to be established on a national level.

Mr. ROGERS. And just one last point to be sure it is not overlooked. There are lots of things that go over the interconnection that are not provided by the Corporation for Public Broadcasting because the Corporation for Public Broadcasting doesn't have enough money to provide all the programing necessary, and please don't forget that the local stations are putting up 80 percent of the money today, and a lot of that is going into programing, and a lot of that programing is going over the interconnection.

So you are providing that service, but where you have not yet gotten to the point of providing such money for programs.

Senator COOK. I think you have got to understand that this interconnection isn't a one-way street.

Mr. ROGERS. Oh, no, it is a two-way street.

Senator PASTORE. Something further can be said, all this scare and fright about becoming a fourth network is just being used as an argument to suffocate the whole situation. The fact still remains that you cannot make a comparison betwen this and commercial networks. After all, commercial networks have affiliates who are bound by contract. But in our particular case here on our interconnection, any local station can take it or leave it any time they want to.

Mr. ROGERS. Absolutely.

Senator PASTORE. Without any pressure being exerted either by the Service or by the Corporation itself.

Mr. ROGERS. Absolutely.

Senator PASTORE. It will never become a fourth network because of that.

Mr. ROGERS. That's correct. May I proceed on this question?

Senator PASTORE. You may.

Mr. ROGERS. In the memorandum, which I am not taking time to read, but which I have submitted for the record, and I assume is satisfactory, there are three paragraphs which I think I should emphasize. The paragraphs are, first:

> It seems to the licensees of the Board of the Corporation takes its position relative to the interconnection based on a legal opinion given to the Board by its distinguished counsel. The negotiating group for the licensees has not approached the question of interconnection from a legalistic point of view. Even the counsel for the Corporation seems to agree that there are many ways of providing an interconnection service for the licensees without the Corporation owning, controlling, operating or scheduling an interconnection service.

The second paragraph:

> For example, there seems to be no doubt but that the Corporation could make unrestricted grants under a proper formula directly to licensees and that those licensees could use this money to create and operate their own interconnection service. There may be other ways in which the same result could be accomplished. Consequently, we are not talking about whether it is legally possible for the Corporation to assist the licensees in the creation of an interconnection service which would be the licensees' responsibility. What we are talking about is whether the Corporation should want to schedule an interconnection service.
>
> It is the feeling of the licensees, and we are firmly convinced that when the public understands the problem, it will be the feeling of Congress and the Administration, that there should not now be, or ever in the future should there be, an interconnection system in which programs are furnished and/or scheduled under the authority of a centralized body, even one as independent as it was originally intended that the Corporation for Public Broadcasting should be.

Senator PASTORE. Now, has that happened?

Mr. ROGERS. I am going to deal with that in the very next paragraph.

Senator PASTORE. Every time I ask you a $64 question, you say you are going to deal with it in the next paragraph.

Mr. ROGERS. I will answer the question by reading the next paragraph:

> This entire matter has been discussed thoroughly with the Board of the Corporation, with members of its committee, and with representatives of the licensees. It is my understanding that when Mr. Curtis, the Chairman of the Board of the Corporation, testified yesterday, he indicated his confidence that this matter will be resolved in a manner satisfactory to the licensees and to the Corporation, but it will take a vote of the Board of the Corporation at its scheduled meeting on April 13 to finalize an agreement on this point. Obviously, we do not know what the vote will be, but we are encouraged by Mr. Curtis' optimism and we, too, are optimistic that this will be resolved in a fair, friendly manner.

The final request by the licensees to the Corporation was that both entities work together in a true partnership to assist in the development of public broadcasting since the Corporation can be much more effective in carrying out its duties and responsibilities if it has the complete support of the public through the local stations. This partnership has been agreed to between both entities and there is no question in the minds of the licensees that with the resolution of the one remaining principle under discussion that such a partnership will exist and will be constructive in helping all of us serve the people of the United States.

But there is one further point: The absolute importance of the local licensee. The Board of Directors of the Corporation yesterday told this committee that the Corporation has as its primary mission the development and strengthening of each licensee. The President said last year in his veto message that he wanted greater autonomy and strength for the local stations. The Director of the Office of Tele-Communications Policy yesterday affirmed his continuing conviction of the need to improve the local station and then, in almost the same breath, he opposed the right of the local stations to create a democratic organization of laymen and professionals to help them deal with the problems at the national level in partnership with the Board of the Corporation for Public Broadcasting. He recommended, in the name of localism, that all the decisionmaking power be put in the hands of the Corporation and that each local station deal directly with the Corporation in matters which concern the local station at the national level. It seems to us, to all of us that such a proposal is in complete opposition to what everyone has been advocating. In addition, did it not occur to him that this was also blatant interference with the sovereign right of each licensee and the public represented by that licensee to make their own determination as to how they wished to be represented?

Frankly, if this matter were not so serious, it would be amusing. Perhaps we should ask him if he would also recommend that the people of the United States abolish their legislatures and leave it to the departments of the executive branch to send out questionnaires for a plebiscite on every matter which concerned them at the national level rather than to elect persons of their own choice to represent them. Frankly, and now I speak personally as a man who was a Republican before the Director of OTP was born, I refuse to believe that the Chief Executive of the United States of America or the Congress would subscribe to this recommendation. I guarantee to you that the licensees will not.

Senator Pastore. I guarantee you that the Congress will not.

Senator Cook. Mr. Rogers, you only bother me a little bit about giving him such ideas that he might want to abolish all the legislatures.

Senator Stevens. I don't know why we don't, if we are all two-bit politicians.

Mr. Rogers. That was on CBS, not Public Broadcasting.

Senator Stevens. I understand that.

Senator Cook. It is too bad that Mr. Lisagor has to make a living off two-bit politicians. If he has such high standards, he ought to find another level on which to be a reporter.

Senator Pastore. You see, that is balance. That is what we call balance.

Mr. Rogers. Finally, the licensees want to go on record by endorsing the bill which is the subject of this hearing today. The principle of a 2-year authorization is certainly a step forward in the quest for long-range, insulated financing, the principle which we feel is an absolute necessity for public broadcasting. The funds requested by this bill are certainly a substantial improvement over the funds which have been made available to public broadcasting thus far. While they are not so great as we would like to see them, we recognize the problems of the Congress and the administration and we will continue to work at the local level to carry on the major funding of public broadcasting as we have been obliged to do for many years.

Senator Pastore. May I ask a question at this point.

You do say that the stations themselves privately raise on their own, 80 percent of the money that they spend. Could you give me, off the cuff, how much of it comes from foundations and corporation-supported programs and what actually comes in from the public in $1, and $10, and $20 amounts?

Mr. Rogers. I can't give it to you off the cuff. Maybe Hartford Gunn can testify as to that.

Senator Pastore. Is it large of small?

Mr. Gunn. It is very small. I think it is on the order of 5 percent or so.

Mrs. Allan E. Charles. Not in San Francisco. Public contributions are much higher than 5 percent.

Mr. Rogers. That is the reason——

Mr. Gunn. Not in San Francisco. That is unusual.

Mr. Rogers. That is why I didn't want the question answered in generality. Different stations have different kinds of constituents. You have some stations that may be owned by a board of regents where there is actually a law that would forbid taking money for that station and only the board of regents can provide the money There, the answer would be the public is zero.

On the other hand, Mr. Wozencraft, who has been very active in the Houston station, which is owned by the University of Houston, has helped to create an organization of laymen who go out and raise money with the agreement of the board of regents that is used principally for local public affairs, because the university doesn't have the funds to do it.

So, every station has a different problem. But there is one thing that is very important, the rise in interest on the part of the public is bringing us thousands, and thousands, and thousands of new supporters. I know in our own case at Dallas, 4 years ago we had perhaps 100 supporters. Today we have 16,000 who pay in their own cash contributions and it is growing by leaps and bounds.

Senator Cook. What you are really saying in essence is it depends on the holder of the license?

Mr. Rogers. That's correct.

Senator Cook. And it depends on the significance of that license in the corporate structure?

Mr. Rogers. That's correct. San Francisco and Boston, for example, are outstanding. Boston has, I think now, over 70,000 members, or maybe San Francisco has over 70,000 members. It is tremendous.

Senator Pastore. Talking about Boston, they have a regional hookup?

Mr. Rogers. Yes.

Senator Pastore. How many of those do we have in the country?

Mr. Rogers. How many regional networks are there?

Mr. Gunn. We have one independent regional network which is Eastern Educational Network, that serves about 30 stations in the Northeast. The reason that is independent is the region is so compact and the stations are so close geographically that they can afford to provide their own interconnection.

We have some four or five other regions in the country which we provide occasional service from the national system by breaking down the national system and providing them with an hour, 2 hours, or 3 hours, whatever may be necessary a week for their service, but that has to be supported out of a national fund.

Mr. Rogers. At this time, we are not requesting changes in the language of the law which may well be desirable in defining the words "objectivity" and "balance," since we feel that we have a sound method in dealing with this matter which I have outlined previously.

At this time, we are not requesting a change in the law to deal with the question of whether the Corporation's interpretation of its authority relative to programing in general, but, most specifically, the scheduling of the interconnection.

Perhaps the matter of the clarification of the law should be considered further by the Corporation and the licensees, and perhaps sometime in the future they may come together before the Congress asking for the clarification. You may wonder why we are not asking for any changes in the law or any clarifications, and the answer is that with a true partnership which we fully expect will be arrived at between the corporation and the licensees, there should be no problem in agreeing among ourselves whether the recommendation for changes in the law should be made.

We much prefer to try to resolve these matters in the public broadcasting family than to put a problem before the Congress and ask them to work out our differences.

In conclusion, we endorse this bill. We are appreciative of the support which has been given public broadcasting by the Congress as a whole, and by this committee in particular.

Senator Pastore. Thank you very much, Mr. Rogers. Any questions? Mr. Moss.

Senator Moss. Yes, Mr. Chairman. Since the licensees are so varied, some are educational institutions and otherwise, is it possible for them to get representation on a board when they are all so different in their structure and in their constituency?

Mr. Rogers. First of all, I can attest that the task of putting together 147 sovereign stations convinced me of the problems that they had in putting together the original 13 States.

The answer, I think, lies in the facts. In this board, which I have read to you, there is representation from every part of the United States. There are women, there are men, there are minorities represented, there are community stations, State networks, universities, boards of education, and interestly enough, without a quota system it comes almost exactly the way the licensees are divided up. Why? Because sound business people who understand the facts of life and who have dealt with these matters before realize that only with that kind of unity can you get results. And they are responsible for this kind of a board.

Now, if those people do not do their job and do not continue to express their interest, you can have problems like this. But I don't anticipate the problems because now I see the public making its desires known in the local units.

Senator Moss. Do you think this necessity for unity will continue, you won't have any cessation of licensees who no longer want to affiliate?

Mr. Rogers. Well, I think there will be people—I wouldn't be surprised if tomorrow there will be a station manager or two who will tell you that some of the things we talk about they disagree with. I think that is only right. That is the way the United States is built. They are entitled to their opinion. But when we come here with the unanimous endorsement of these three organizations, with their broad constituency, I think it is reasonable to expect that we will represent a majority of them, and it is important to remember that this organization is going to be supported by the licensees.

The organization which has been under fire was completely financed by the Corporation for Broadcasting. How can you have independence when you get all your money from the Corporation for Public Broadcasting and you say the licensees have localism and independence? The licensees have to bite the bullet, they have agreed and they have to bite the bullet, they have to finance their own organization.

You know the decision to step up and put your money on the line is a very compelling reason to feel that we are going to have a success.

Senator Moss. Indeed it is, and what I was probing at, I guess, was the unity born of adversity might begin to fade somewhat if the adversity lessened.

Mr. Rogers. I hope I live to see the day when the adversity lessens.

Senator Moss. I am with you.

Thank you, Mr. Chairman.

Senator Pastore. Mr. Cook?

Senator Cook. No questions.

Senator Pastore. Mr. Stevens?

Senator Stevens. What you mean is if you did not have Mr. Whitehead, you would invent him, is that it? Do you perceive that your group will have a veto over the CPB funds that are authorized by Congress?

Mr. Rogers. You mean programing?

Senator Stevens. Yes.

Mr. Rogers. The word veto is an unfortunate word, but they already do without any agreement. In other words, your station in Alaska is the sole decisionmaking body that determines what goes over the air. Therefore, you have an absolute veto over anything that CPB wishes to provide you.

So, the agreement of the stations should consult with the Corporation about programing, and if the stations don't want them, the Corporation not spend the public's money is a perfectly logical decision.

Senator Stevens. I still want to get back to Bill Buckley and Sander Vanocur and others. Who is going to make that determination in terms of what is the money spent by CPB for programs available on the national level?

Mr. Rogers. CPB has the absolute authority to decide what they are going to spend their money on. In other words, if CPB should decide tomorrow they are going to spend all their programing money on ballet, we have no right to tell them that they can't. We shall certainly tell them that we think they are wrong, and they shouldn't do that. I want to be very careful that this is not misconstrued, but I want to answer your question. They have the right under the law to spend the money which is entrusted to them by Congress, and we have no right to tell them how to spend it, so far as right to tell them.

On the other hand, we certainly would like to be consulted, and we will consult them.

Senator **Stevens**. Where do you think the role will begin as far as how Federal funds are spent in this system? Somehow or other I get the feeling here that the audience was quite responsive to very nice comments about how much we support you, we all support you, but I think some of us have some question about the level of Federal involvement and how far the Congress should be involved in terms of Federal funds. Where do you think you should have an impact on the expenditure of Federal funds in the Public Broadcasting System?

Mr. **Rogers**. I think we feel we should have a considerable influence because we think the Corporation for Public Broadcasting was created solely for one purpose, and that is to help the public get the kind of broadcasting through the local licensees, and this was a sound way for the Congress to deal with one entity instead of dealing with 147 licensees individually.

Senator **Stevens**. You said you don't want to be involved on the decisions with respect to William Buckley and Sander Vanocur.

Mr. **Rogers**. I didn't say that at all. Let's put it this way, let's get that one on the line, let's talk about Buckley for a minute. The Corporation does not have the money under its present appropriation to renew Buckley's service, but that does not mean that Buckley is off the air if we can find the money to finance the Buckley program some other place. Then Buckley will be on the air, provided that this interconnection is free to us and it cannot be vetoed by anyone except the licensee's own decision.

So, if you say——

Senator **Cook**. Does that mean you are going to run the interconnection or the Corporation is going to run it?

Mr. **Rogers**. We have always run the interconnection and we take the position that we can. You have got to divide the interconnection. Now we are getting a little bit technical. Running the interconnection from the standpoint of the machinery and equipment is a job for engineers and technicians, and with the proper kind of machinery and the proper staff, and PBS has the machinery and the staff, and they have run a high quality interconnection—nobody has every disputed that—that is a mechanical problem.

But the guy who hands the man who runs that mechanical interconnection the schedule is the fellow who is handing him what goes out over that interconnection, and it is here that the licensees say we should schedule that interconnection.

Don't misunderstand me, we are delighted for the Corporation to work with us hand and glove; their programing department and scheduling department can meet with the licensees every day and discuss the problem of interconnection. How can you have a partnership if you are not willing to work with each other? If there are disputes, we would have no problem in having some sort of appeal mechanism which, if necessary, once in 10 years might get the two boards discussing whether someone was unfair with respect to scheduling.

Senator PASTORE. If the Senator will indulge me, let's face it, we can bring up a lot of imaginary situations. After all, we are living in a world where we have to be a little practical and realistic. The fact still remains that this Corporation was created in order to serve the local stations, and the worst thing they can do is to remain aloof. After all, how will they ever know what the public needs unless the combined and composite representations of the local stations comes in and tells them?

What you are saying here is in the final analysis we would like to make some recommendations. They have the final say as to how they are going to spend their money. But the fact still remains they would be awfully foolish if they kept disregarding you. They might have a difference of opinion. They might ask you to explain a little further. In the final analysis, if this is going to be localism, you had better talk to the people on the local ground. This is what we said in the report. We said:

> The Corporation will assist in making programs available to stations, but the determination of what programs will be broadcast remains with the stations themselves. Individual stations, therefore, retain the responsibility to assess community needs and determine what programs will best meet those needs. The Corporation will have as one of its purposes the encouragement of program sources. Local autonomy of stations and diversity of program sources will provide operational safeguard to assure the democratic functioning of the system.

Now if we just turn our backs on that, I think we fail. The fact still remains I was here when this whole thing started, way back when we created this Corporation. I managed it on the floor of the Senate, and many of the things we said at the time have come to pass, and that is exactly why we are having the trouble today.

It is because some people have been reading between the lines and haven't read the lettering we have spelled out here.

Senator STEVENS. With due respect, Mr. Chairman, one of the problems is that the bill provides for periodic authorizations. I never could understand that, why a certain figure couldn't be authorized, period, and have the Appropriations Committee take care of the problem every year, rather than having to come back every 2 years to Congress over a fight whether it is $10 million or $20 million. That is another debate.

Mr. ROGERS. What you suggest is a consummation devoutly to be desired.

Senator PASTORE. Now you are driving right into a veto, you know that. Last year the administration vetoed 2-year authorization. You want to give them an indeterminate period. It won't happen. I will ask you to introduce the bill, I will support it, put my name on it.

Senator STEVENS. I will do that. I don't think it will be vetoed if it doesn't have any dollar signs in it, and we faced it annually in terms of how much you can afford.

Senator PASTORE. You can't have an authorization without a money figure. You have got to put the figure in. Authorized to do what, to do zero?

Senator **Stevens**. Authorize the amount of money to carry out the program. I don't see this business of coming back to the authorization committee every 2 or 3 years.

Senator **Pastore**. I quite agree with you, but that is a fact of life.

Senator **Cook**. May I interject while you two gentlemen are discussing this?

Senator **Stevens**. I want to know, do you think we ought to provide, as long as we have to have this facade every 2 years, a limit on the amount of money that comes from the Federal Treasury that goes to support local efforts, that goes to support national efforts, and that goes to support interconnection efforts?

Mr. **Rogers**. This subject has come up many times, and it really gets down to this: If the Congress feels and if the licensees feel that the Corporation for Public Broadcasting is truly a high-grade, competent, first-class organization, operating without any ulterior motives, it seems to me that we ought to trust them to work out those problems with the licensees. Now, if the Congress should come to the conclusion or the licensees should come to the conclusion that this is not so, then, of course, the only way that you could control what would happen would be to build into the legislation how the money is to be passed out. I have always believed that the Corporation for Public Broadcasting has a board of outstanding people who have no ulterior motives, even though, Lord knows, we have disagreed vehemently on many subjects, but I have never questioned their motives. I just would rather go along and work with the Board rather than to try to write into the legislation what happens with every dollar that Congress appropriates in this field.

Maybe I will be disappointed and be back to say something differently someday. I hope not.

Senator **Pastore**. The authorization bill which was vetoed in June 1972, provided for 2 years, and also that not less than 30 percent of the money would go outright under the formula to the local stations to be used as they chose. We did that insofar as operations are concerned.

Mr. **Rogers**. I understand that.

Senator **Pastore**. I think that is about as far as you can go. They come before the committee and say between 45 to 50 percent is going to children shows.

Mr. **Rogers**. They said yesterday if this authorization goes through, there is going to be more than 30 percent the first year and almost 40 percent the second year. They are men of integrity. Why should we doubt their word?

Senator **Cook**. I hope we would keep it on that division. I hate to see this tripartite division. I fear instead of coming up with one organization, we would have three organizations working against each other's interest. I would dread to see this. I think, then, we would have a continual overview of everyone demanding more money than the other fellow and winding up in horrible shape.

Mr. **Rogers**. We must work together. We have the same motives. Why shouldn't we work together?

Senator **Pastore**. You can't exist without one another.

Senator **Stevens**. I raise the caveat and that is the cost of the live interconnection and how far it is going to go in terms of cost with regard to the Federal dollar and to the extent that it cuts off money for local stations.

Mr. ROGERS. But I am sorry, sir, that is not so. If the live interconnection did not exist, the cost of getting programs to these local stations would be double and triple the present cost, and the money has to come from someplace. You wouldn't like it in Alaska if you couldn't get any programs at all.

Senator STEVENS. There is no network that goes live to Alaska. What you are telling me is everything we are doing costs us more money than if we did it live from New York; I would like to believe it and I have seen some of the costs of communications. I used to represent all the broadcasters involved in Alaska. I know some of the costs involved in this. There are places like Alaska—you know, in Kentucky and West Virginia and New Mexico—I would want to make certain that the local stations are going to survive as you do in fact go towards the fourth network. I support the fourth network. I think it would be fine to have a public network as a yardstick for comparison with the other three, as long as the problem of interconnection is solved without starving local stations.

Mr. ROGERS. I can assure you, sir, that we wouldn't have a dollar spent on local interconnection if it were not a dollar that saved us an extra dollar or two that we otherwise wouldn't have.

Senator COOK. Can I sum this up in my own mind, for confirmation. When the day comes that the interconnection becomes the wire service and not the programing service, then I think all this argument will come to an end, and until such time as we can get it for the purpose for which it was intended, and we fail to program it at adequate levels, then we will continue to fight this argument of whether an interconnection becomes a network. The point is to work toward the utilization of the interconnection for exactly what it was meant to be under the Carnegie Report; isn't that really correct?

Mr. ROGERS. Absolutely.

Senator PASTORE. And under the law?

Senator COOK. Under the law, that's correct.

Mr. ROGERS. Absolutely.

Senator PASTORE. I think we are beginning to kick a dead horse around.

Mr. HARLEY. Mr. Chairman, that concludes our testimony. We appreciate very much the opportunity to appear before this committee.

Senator PASTORE. Dosen't Mr. Gunn want to tell us something?

Mr. GUNN. I was going to add a footnote to Senator Cook's comment.

Senator PASTORE. We would like to get your voice over the air.

Mr. GUNN. I agree completely, sir, the problem would be today that if we were to go to a complete soft schedule, not real time network, that we would add some $20 million to $30 million additional annual cost to the stations in this system. We would also acquire something on the order of $20 million to $25 million worth of hardware to permit them to do it. Then even if we had accomplished that, we still must face the Carnegie Commission concept of an abundance of programing, because there is not much use in having a soft schedule network feeding out all the programs in the morning, having the stations record them and then find when they got them recorded, they really have no choice. They are going to have to turn right around and run those same programs, those 2 or 3 hours' worth of programs that evening. So, we have got to come to the Carnegie concept, it seems to me, to solve this. I think you are absolutely right.

Senator PASTORE. Mr. Moss.

Senator MOSS. I just have one or two questions I wanted to ask Mr. Harley, if I might, Mr. Chairman.

Mr. Harley, how do you think the Corporation for Public Broadcasting might be better isolated from political pressures?

Mr. HARLEY. Clearly the approach that was incorporated in the Carnegie report of earmarked funds would be the best approach. We have been working through a long-range task force on public broadcasting as to the likely approaches, with the likelihood that earmarked Federal money was probably not readily available. There are in the works and there are attached to my testimony, some proposals along the line of providing a greater degree of money directly to the stations so that they would have the opportunity then to acquire services, interconnection or programs and so on, as they choose.

Mr. Gunn is the author of one of these plans which, in effect, is the philsophy of the marketplace. He may wish to speak to this to some more extent. We are working very hard, all elements of the field are involved in this long-range task force that is headed by Joseph Hughes of the Corporation board, and we are looking to ways to provide a greater isolation of that kind.

Senator MOSS. As long as we continue our present authorization and appropriation method, there is going to be a degree of pressure on the Corporation?

Mr. HARLEY. That's correct.

Mr. ROGERS. It can't be avoided.

Senator MOSS. What is the formula now for money that goes out to the stations? Is it a straight percentage, or is there a formula in which money is distributed?

Mr. HARLEY. It is a somewhat complicated formula. Mr. Loomis indicated he would put that in the record. So it will be made available.

Senator MOSS. Do you think it is within the foreseeable future that the Corporation might get a means of financing other than Federal financing?

Mr. HARLEY. Oh, they already do. They seek other funds——

Senator MOSS. I mean exclusively, to get away from having Federal financing.

Mr. HARLEY. I don't see that in the foreseeable future, no.

Senator PASTORE. Not only that, there is this to be said. Once the Government pulls away and loses its interest and its enthusiasm by making the physical, tangible contribution toward the success of public broadcasting, I am afraid that will discourage those who are now sustaining it. Unless we are there to prove that this does elevate our cultural, it does promote education; it does give you indepth analysis of the news; and it does provide a public service and a community service that heretofore has not been and cannot be provided by the commercial networks; unless we continue to do this, I am afraid that the outside forces will just say, well, if you don't think this is worthwhile, then we are not interested.

Mr. HARLEY. Yes. Let me just add emphasis to what Mr. Rogers indicated, the amount of Federal money is like 20 percent to 80 percent of all the money going into the system, but it is a very critical amount of money that goes in. It makes the critical difference between success and just going along as a marginal organization.

Senator PASTORE. You will recall that the Carnegie Commission came forth with a recommendation which was an excise tax on all television sets. Well, realistically, how would the Congress look at that? Who is going to introduce that kind of bill? Who is going to try to sell that to the public? These are matters that have to be decided. At some point somebody will bite the bullet. We have been waiting for this administration—not only this administration, but the Johnson administration—we have been promised time and time again that they would give us suggestions as to how this should be done and we haven't gotten it yet. I am telling you it is not easy. I think you will admit that, it is not easy to resolve this.

Senator MOSS. I have one additional question that this brings to mind. Maybe it is a little self-serving. But I have a bill in that would require the manufacture of radio sets to have both the FM and AM bands, just as we required UHF and VHF on television. Since 90 percent of the public stations are on FM, would you support that bill? Do you think we ought to pass it?

Mr. HARLEY. I am not even going to have to ponder that very long. Absolutely. We are very actively interested in encouraging that legislation.

Senator MOSS. Strangely enough, it has been going very slowly, and I am anxious to move it on, because I feel strongly that the additional cost in the radio set will be very minimal once it becomes standard in all sets. I would like to see them move on.

Mr. HARLEY. It gives me the opportunity to say something that I haven't had the opportunity to say before, and that is public radio is indeed very important, it has been helped very substantially by the Public Broadcasting Act. It doesn't require the amounts of money as television, but it is a very flexible and useful and beneficial instrument for our society, and it will be greatly helped.

Senator MOSS. Thank you very much.

Mr. ROGERS. I realize it is getting late, but I made two grievous omissions in my introduction. One of the members of our negotiating committee who has been invaluable to us is Mrs. Edward Cole of Michigan, and she is sitting directly behind us, and I am sure will add to the discussion.

Senator PASTORE. Mrs. Cole, will you please rise.

Mr. ROGERS. The other lady who has been on our coordinating committee from the very beginning is from Jacksonville, Fa., Jackie Williams (Mrs. Charles J. Williams), and I think she should rise, too.

Senator PASTORE. Will you please rise.

Mr. ROGERS. I was looking around for my granddaughter, who has made commercials asking for money for years, but I guess the heat got to her.

Senator PASTORE. Let me tell you something. Do you want to see my granddaughter?

Mr. ROGERS. She has raised tens of thousands of dollars on channel 13 by going on the air and telling the public how important it is for the children.

Senator Pastore. What is her name?

Mr. Rogers. Mary Rogers.

Senator Pastore. Come here, Mary.

[The statements follow:]

Statement of William G. Harley, President, National Association of Educational Broadcasters

Mr. Chairman and members of the committee: I am William G. Harley, president of the National Association of Educational Broadcasters. NAEB is the professional association of institutions and individuals engaged in educational public telecommunications. Its membership consists of universities, colleges, schools and nonprofit community organizations which are the licensees of 221 public television stations; 158 public radio stations; 80 closed-circuit instructional fixed service systems, and nearly 3,000 individual members who work as professionals in educational communications.

We appreciate the opportunity to appear in support of S. 1090, which would provide improved funding levels and a two-year authorization for the Corporation for Public Broadcasting, as well as increased allocations for the Educational Broadcasting Facilities program. The legislation would add a vital measure of stability and support to public broadcasting as it continues to grow in visibility and importance.

Because other witnesses will ably cover the implications of this bill for national programing service, NAEB will turn its attention principally to what the legislation would mean to stations in their individual communities.

THE ROLE OF NATIONAL AGENCIES

NAEB speaks from a perspective that predates by many years the federal involvement with what we now call "public" broadcasting. Long before there was a CPB, or a Public Broadcasting Service, or a facilities program, there were noncommercial educational stations serving communities across the country. Then as now, NAEB stood for the principle that these community-based institutions were the foundation of educational broadcasting.

In advocating that principle, however, we have never argued that the system should consist only of parochial, discrete particles, incapable of unified effort or national impact. In fact, NAEB set in motion the chain of events that led to the Carnegie Commission on Educational Television, and from there to the Public Broadcasting Act of 1967, which established the Corporation. We did so not because the times called for national organizations to supplant the stations, or to mastermind their development, but because new mechanisms and new forms of support would help educational broadcasting do its *already* important job with more excellence and impact.

The basic documents of public broadcasting's history show a similar concern for the necessary relationship between local control and national service. Both the Carnegie report and the Public Broadcasting Act advocated the creation of a visible, strong, national programming service; both also called for control of that service by local institutions. Their reasoning was that if public broadcasting was to *serve people*, it would have to address them in the specific contexts of their daily lives, as lived in particular communities. The essential precondition of that system was identified as strong stations—producing effective locally oriented programs, and exercising a decisive voice over selection and scheduling of national programs.

It is in that spirit that NAEB comes before you to support this bill. We speak on behalf of a particular *kind* of system. We support improved funding for the Corporation on the premise that it has meaning only as it fosters the development of an independent, locally based system. As a corollary, we believe that national service is essential to the proper performance of the stations' mission. What we advocate, in short, is locally *controlled*, nationally *significant* public broadcasting service for all the American people.

THE PROPOSED LEGISLATION

We believe that the enactment of S. 1090 would be an important step in the development of this system.

First of all, the bill would provide a two-year authorization for CPB. The need for that measure of stability at the national level is clear, and other witnesses will speak to that subject in more detail. What NAEB emphasizes is that a two-year authorization is also a practical minimum for effective planning by the stations.

The key word is "effective." It is not a question of whether stations will plan: their mission *requires* them to plan far in advance. For example, planning for classroom programming is linked to the school planning cycle, which is at least 24 months in length. This spring, schools will release program bulletins for a school year that begins in September of 1973 and runs through June of 1974. Since educational stations are a part of that school year, they've already completed their plans—and even their productions—for a schedule that will not end for another 15 months.

Moreover, the community service dollars that stations receive from CPB are more likely to be invested in upgrading staffs than in any other activity. The difficulties of recruiting, training and utilizing people on a year-to-year basis are overwhelming; yet that is one practical effect of authorizing federal funds for public broadcasting one year at a time.

These examples could be multiplied, but the point is clear: *Effective* planning for the complex and demanding world of local public broadcasting simply cannot be done one year at a time. An authorization of at least two years would be a most useful step toward widening the practical opportunities open to stations.

S. 1090 would also provide substantial increases in the authorized dollar amounts for CPB. It would provide base amounts of $55 million in fiscal 1974 and $75 million for fiscal 1975, with up to $5 million in matching funds for each year.

These amounts would not represent all that is required, but they *would* be a practical level of response to needs that are growing more pressing by the day. The $35 million allocated to CPB under this year's continuing resolution actually represents a decline in funding levels throughout the system, because that level remained stationary while public broadcasting grew—in the number of stations, in the size of individual operations, and in the number and diversity of its programming tasks.

Finally, the bill would authorize $25 million for facilities in each of the next three years. This provision would represent a healthy new level of support for one of the most demonstrably effective federal programs.

In short, S. 1090 is a valuable step toward the day when all of us can agree on a method and level of long-term financing that will assure public broadcasting of fully adequate support and lasting structural integrity.

As it approaches that day, the federal government will have many partners in developing the system. America's private philanthropic foundations have provided vital support for local, regional and national educational public broadcasting projects. Literally hundreds of foundations have provided thousands of grants totalling millions of dollars to such projects.

NAEB received grants from the Kellogg and National Home Library Foundations to help start its national radio and television program libraries; those libraries are now in the hands of National Public Radio and the Public Broadcasting Service. The Carnegie Corporation has provided invaluable assistance to public broadcasting. The Markle Foundation helped support NAEB's Office of Minority Affairs, along with many other important projects. And the Ford Foundation has had a distinguished 20-year record of support for public broadcasting projects, ranging from instructional activities to personnel training to regional and national programming assistance.

Additionally, public broadcasting receives continuing support at the local level from states, school systems, private contributions, and many other sources of funding. The federal contribution to public broadcasting is but 20% of all funds in the system, and should never become the dominant source of income.

The federal contribution is of immense importance, however, for it can provide the *critical difference* between marginal, struggling operation and a fully developed, visible, nationally significant system of educational public broadcasting. That is why we attach such importance to the current activities of the Task Force on Long Range Financing, the goal of which is to produce a plan on behalf of the entire public broadcasting system. Several plans now before that group address themselves to the issue of assured future support for public broadcasting. For the Committee's information, we have attached the following:

The plan developed by Presley D. Holmes, executive director of NAEB's Educational Television Stations Division (Attachment A).

The Station Program Finance Plan developed by Hartford N. Gunn, Jr., president of the Public Broadcasting Service (Attachment B).

The proposal of NAEB's Office of Minority Affairs, which has urged that 20% of CPB funds be earmarked for support of minority activities (Attachment C).

These plans, and others like them, reflect a general awareness that the level of support needed now for a fully developed system is far higher than the actual available funding. That proposition is supported by numerous reliable estimates, such as the 1972 report by Professors Wilbur Schramm and Lyle Nelson for the Aspen Program on Communications and Society.

We support S. 1090 at this time, however, as a practical response to immediate needs. In the following sections we turn to a discussion of how increased federal funding, as proposed in this bill, can help make a critical difference in specific areas of public broadcasting's development.

LOCAL TELEVISION

Of the local public television, it might be said: Seldom have so many done so much with so little. Despite the limited budgets that plague stations across the country, their record of public service to their communities is long and impressive. To give you a sense of what these stations are doing, we have attached to this testimony a long sampler of their fresh and innovative efforts (Attachment D). The list is far from exhaustive.

Meaningful support for this kind of activity, however, involves far more than programming funds. What appears on the air is the product of a total broadcast operation. It is the health of that total operation that determines the quality of its broadcast service; it is financial support for the total operation that makes the "critical difference" between marginal and full service.

To find out the needs of these broadcast operations over the next several years, NAEB's television division, Educational Television Stations, developed a questionnaire for distribution to its members. In cooperation with Ohio University's broadcast research center, ETS has now done a preliminary analysis of the results of that questionnaire. It provides some striking information about projected program needs and costs, local broadcast costs, and other areas of direct relevance to your deliberations.

One way to state the results of that study would be to cite gross figures. We can say, for example, that annual local program production costs for full service to meet local needs would reach $500 million by 1976. Local broadcast operations costs for each full-service operation would reach $250 million in addition to the above program production costs. Added to the separate cost of national and regional program services, the total annual cost of full-service public television can readily require more than a billion dollars from all sources combined, as compared with $200 million this year.

It must be emphasized that the study emphasizes the primacy of nonfederal contributions. Stations project only one-third of their funding for operational support would have to come from federal sources.

What kind of local programming would be offered under this full-service operation? The study showed that of all program categories, the one expected to receive the most attention between now and 1976—by far—classroom instruction. That category was followed by public affairs, nonclassroom instructional programming and children's programming.

What emerges from this study is that public broadcasting is only at the threshold of full-service local development. The crucial assistance of federal funds has permitted the establishment of a new national service; with the relatively limited amounts of money so far available to CPB, that has been an economically sound way to further the objectives of the system. But although the Corporation has now committed itself to increasing the flow of dollars to stations, that equally important task has barely begun. This study indicates more clearly than ever the need for both an increased total allocation for the Corporation and an increased percentage of dollars to stations.

This past year, CPB has continued its community service grants to both television and radio licensees. Grants ranging from $7,500 to $15,000 go to radio stations that meet CPB criteria, which were developed in consultation with the radio stations' representatives. Grants from $22,500 to $47,500 last year went to all TV licensees, based on a formula developed in consultation with the licensees, and taking into account population, budget and incentives, and weighed to favor the smaller stations. These grants are given to the licensees subject to only two conditions: that they state the purposes to which they will put the money, and that they report their expenditures. These are *not* discretionary grants by CPB: beyond the initial general criteria, the Corporation does not exercise judgment as to which stations will receive such grants.

We believe some kind of formula is necessary to protect the licensees from too much CPB direction. The stations and the Corporation have agreed that at least 30% of CPB funds should be distributed to the stations in the form of community service grants. Because CPB operated under a continuing resolution at $35 million for fiscal 1973, we have not asked for an immediate increase to that level. As a result, the percentage of CPB dollars now devoted to general station support remains at about 15%. It is our hope and expectation that dollar increases such as those set forth in S. 1090 will make possible prompt new channeling of federal dollars to the local level.

LOCAL RADIO

Public radio has grown enormously since 1969. The number of people able to receive high-quality and diversified noncommercial radio service has grown from 72 million to 137 million—an increase of 90.2%. The number of full-service radio stations with professional staffs has grown from 73 to 139—an increase of 90.4%. The number of actual hours of broadcast service increased nearly 300%.

During the same period, facilities grants have helped to create 36 new stations and to improve the facilities of 56 that had been substandard. And, of course, an entirely new national program service—National Public Radio—has been created with the direct help of federal funding.

These spectacular improvements were something new in public radio's 50-year history. The medium had been, and still is, perceived by many licensees primarily as a training ground for future broadcasters. Others had used it as an aid to formal instruction. Still others had made real progress toward a fully developed broadcasting service. This new funding made it possible to build a national program service, to build a significant number of new stations in a short time and to staff the stations with experienced professionals.

In no case have these federal funds provided the major share of operating funds for stations: what they have done, here as elsewhere, is to provide a *critical difference* that enables the station to demonstrate its own potential. The federal support also provides an incentive for stronger local support. Since the passage of the Public Broadcasting Act—and the development of a "policy for public radio assistance," by representatives of CPB and the stations—support for public radio has grown at *all* levels.

But public radio is still in its adolescence. Of the top 100 markets, 37 are still without a full-service public radio station. As additional stations are built, the cost of providing them with a national interconnection service increases. Resources must be provided for special incentive grants for stations that have not yet qualified for basic community service grants.

Radio also needs other kinds of assistance: personnel training, experimentation to discover new possibilities in the radio medium, research to determine more adequately the effect of radio on its listeners.

The passage of S. 1090 would permit radio to begin the next logical steps in its development. The cost is relatively modest compared to television, but its benefits in flexible, comprehensive service can be immense.

INSTRUCTION

Instructional service by noncommercial licensees is sometimes narrowly defined as referring only to in-school broadcasting. The fact is that instructional programs are received not only in classrooms, but also in other viewing locations such as homes, day care centers, hospitals, prisons and dormitories.

Learners ranging in age from pre-school to retirement years take advantage of the opportunities provided by educational stations. And the opportunities are enormous: In 1971, there were 226,165 hours of classroom broadcasting in this country.

As the ETS study makes clear, noncommercial stations plan to devote by far the greatest amount of their local time to classroom instruction in the years ahead. The committee should also be aware that a recent study by the Education

Policy Research Center at Syracuse concludes that total enrollment in continuing education programs of all kinds has more than doubled in the last 10 years, from 28 million in 1960 to 60 million in 1970. During that time the number of students participating in television-based instruction has jumped from about 100,000 to 7.5 million, with 10 million estimated to be enrolled in 1975.

It is clear that the commitment of public broadcasting to instructional service, in and out of the classroom, is firm. This service has been established as an integral part of the American educational system, and merits your continuing support.

FACILITIES

We have already noted that the television broadcast operation must be seen as a totality. Nowhere is this observation more germane than in a discussion of the Educational Broadcasting Facilities program. All the excellence and diversity in the world count for nothing in areas where no public broadcasting signal is able to reach, or in areas where the signal is inadequate, or where production equipment is unavailable. All the effective program ideas and community orientation in the world count for nothing until the hardware to implement those ideas is available.

The Educational Television Facilities Act—passed in 1962 and expanded to include radio in 1967—has been the key instrument for widening the availability of public broadcast service. From 1964 to date more than $72 million has been granted to stations, and has generated many times that amount in nonfederal dollars. Because of this assistance, the number of television stations has risen from 76 to 234. Furthermore, these stations are now able to reach 75% of the people in this country. A further look at the physical status of today's system is provided in a set of tables we have attached to this testimony (Attachment E).

Clearly the use of federal funds has a strong multiplier effect. The combination of that support with nonfederal dollars has vastly widened the reach of this system.

Nevertheless, the task that remains is immense. In television there are now 15 applications for new stations (totalling $6 million), and 54 applications to improve existing ones (totalling $16 million). In radio, 13 applications to establish stations and 16 applications to improve existing ones await action. In other words, already pending applications total $25 million—equal to the authorization proposed in S. 1090 for fiscal 1974. Communities across the country have committed millions of dollars of their own support if these federal funds can be provided.

The Administration has proposed only $10 million to meet the existing needs for fiscal '74. During that year, we expect at least another $35 million in applications.

What do these applications represent? They represent requests from communities and stations to activate new operations, where none now exist, and to improve the service capability of existing stations. For example, many of our television stations still cannot originate local programs in color, or broadcast locally from outside the studio, have antennas too low for full effectiveness, and have power too low to reach all of their audiences properly. As we have mentioned, analogous needs exist on the radio side.

In addition, their have been increasing references to the need to make more use of the new technologies. We at NAEB have long urged a comprehensive approach to the use of communication technology, using whatever storage and distribution devices best serve the particular communications need at hand. We are aware that the Office of Telecommunications Policy addressed this issue last month, in an appearance before this committee, as follows: "... the development of new technologies for which no provision is made in the Public Broadcasting Act." We have long had discussions with members of the HEW staff concerning expanding technologies and how best to use them in the public service.

One approach might be to modify the facilities provisions in the Public Broadcasting Act to allow licensee grant recipients a wider definition of the equipment they may purchase under the Act. We would encourage either language changes in the Act, or simply an interpretation to the point that equipment previously restricted primarily to broadcast use may also relate to satellite and cable distribution systems as well, so long as the basic programming purpose of the Act is honored. There are still other ways the Act might be extended in this area, but we emphasize that no expansion of the Act should make us lose sight of the support needs which already exist for facilities. Deficiencies such as those we have listed indicate clearly that the money available for facilities grants needs prompt and substantial expansion. The funding proposed in S. 1090 is a promising step in that direction.

CONCLUSION

No two observers have precisely the same image of "public" or "educational" broadcasting. In one view, it may be a force for free investigation of controversial issues; in another, it may be principally an instructional tool; in another, it may be a vehicle for the presentation of cultural programs; in yet another, it may be the best hope for insuring public access to the air.

Yet through all the debates about our programming mission, our structure, and our relationship to the rest of American communications, one thread of continuity can be identified. It is not a particular kind of programming, not a particular target audience, not even our sources of funding—important as each of these may be to an understanding of the system. What defines public and educational broadcasting is a particular attitude toward communication. That attitude is, quite simply, that the pursuit of excellence—in programming, in achieving diversity, in providing educational opportunity—is our reason for existence. There are many kinds of excellence, but the pursuit of excellence must be unconditional. It is that attitude which knits together the diverse elements of public broadcasting.

Like any other group of fallible humans, we have at times fallen short of our goals. The remarkable fact is that public broadcasting has progressed so rapidly, achieved so much impact, and produced so many programs of lasting merit, despite its chronic lack of resources. We take pride in these achievements, and confidently predict that an increased commitment to public broadcasting will result in even more exceptional service to the American people. We believe that S. 1090 was introduced in the same spirit, to achieve the same goals.

STATEMENT OF RALPH B. ROGERS, CHAIRMAN, COORDINATING COMMITTEE OF PTV GOVERNING BOARD CHAIRMEN

Mr. Chairman and members of the committee: I am Ralph B. Rogers, chairman of the coordinating committee of governing board chairmen of public television licensees across the United States. I am also chairman of the board of public television licensee KERA in Dallas, Texas, and chairman of the board of Texas Industries.

Involvement of laymen in the local affairs of public television is not new. All of the noncommercial television licenses are owned by boards of respected laymen on behalf of the public, whether the individual license belongs to an educational institution, a state or a community. These boards have been directing the policies of licensees from the beginning and have been involved in national public television matters from time to time.

As you know, it was the concern of the chairmen of these lay boards that lead to the creation of the Carnegie Commission on Educational Television whose report helped initiate the Public Broadcasting Act of 1967.

About two years ago, there was a move to involve laymen in national concerns on an uninterrupted but informal basis. At that time I was asked to chair a meeting composed of several interested chairmen of public television licensees. The object was to determine whether the lay chairmen could help public broadcasting win substantial long range federal funds. Discussion of lay participation quickened as federal legislation began to take shape in early 1972. Laymen were asked to testify in Washington on behalf of the legislation. Several of us who took in that effort realized the need for greater involvement of the system's lay governing boards. Therefore, with the help of the existing national agencies, we put together at the end of June, 1972, a national meeting of lay board chairmen or their designated lay representatives. At that meeting, the system's laymen agreed that they should commit themselves to securing more federal money on a long range basis, that the federal share of funding the system should not exceed half (in fact, it should be less than half), and that the laymen should exchange information among themselves about ways and means to expand their own local fiscal base by creating a small Washington office. There was further agreement that laymen did not want or need a formal organization but that they should have a coordinating committee representative of the different types of licensees and various geographic regions. An interim committee of 16 was selected to accomplish these tasks.

In October the temporary coordinating committee met in New York City, named a 24-member coordinating committee (list attached), and reviewed the status of public broadcasting with particular and necessary emphasis on public television. It saw deep division beginning to occur between the leadership of CPB and the licensees as represented nationally and agreed that the chairmen needed to be involved not only in fiscal concerns but in policy and directional concerns as well. As stewards of the system on a local level that is dependent so very much on national services, such an involvement was an essential obligation.

On January 12, in Dallas, Texas, the coordinating committee met and listened to the distinguished representatives of the Corporation for Public Broadcasting, the National Association of Educational Broadcasters and the Public Broadcasting Service. The dialog produced a candid, total, open exchange of views regarding the role of CPB and the role of the licensees nationally. The coordinating committee asked for a meeting with the CPB board and elected eight of its members to represent its concerns to that board. In less than a day an invitation to meet with CPB at its next meeting on February 6 was extended. From that meeting to the present the chairmen's coordinating committee has been deeply involved in discussions with the CPB board and with the whole family of public television licensees.

STATEMENT OF HARTFORD N. GUNN, JR., PRESIDENT, PUBLIC BROADCASTING SERVICE

Mr. Chairman and members of the Committee, I am speaking on behalf of the Public Broadcasting Service, a non-profit corporation. Present with me is the Chairman of our Board, Mr. Robert F. Schenkkan, President and General Manager of KLRN-TV in Austin, Texas, and our Vice Chairman, Mr. Charles W. Vaughan, President and General Manager of WCET-TV in Cincinnati, Ohio, and a number of our board members from stations across the country. We are also pleased to have a number of the public members of our board.

The Public Broadcasting Service (PBS) was founded by the Corporation for Public Broadcasting (CPB) with the participation and concurrence of the public television stations in 1969. PBS was established to provide a national program distribution system which would be responsive directly to the needs and requirements of these stations. The Corporation has been the primary source of funding for PBS.

The establishment of PBS as a membership corporation whose board and policies would be determined by the public television stations themselves was not a casual or accidental endeavor. The stations recognized the need for a central staff to operate a complex national program distribution system. Their previous experience with a central program organization persuaded many of them that such central power should be limited in scope and controlled by the stations themselves through a representation process as they might choose from time to time.

The present arrangement calls for the election of 12 representatives from the 147 licensees. The representatives are drawn from the largest to the smallest stations on the basis of population. These 12 station managers in turn select the 6 representatives from the public at large whose expertise, interest and concern will assist the board in its deliberations. Board members are elected for 3-year terms and may not succeed themselves.

All decisions of the board may be appealed to the full membership. Such action has been taken and the board has been overruled occasionally by the membership. Neither the board nor the staff can rubber stamp each other's actions. All agendas are published, the board meetings are open for station representatives to attend, present their views and the minutes are published. Semi-annual meetings of the full membership provide a forum for extended discussion, debate and vote on the board's actions.

To insure station participation, a careful and detailed process of program selection, recommendation, scheduling and evaluation is published and adhered to by both the staff and the board. Such a process has been developed over the three years of the Service's existence after many painful lessons.

Though it is by no means perfect—and doubtless will never be for we are in an imperfect world—it does serve to help insure that the local station has as many options as time and money permit.

It is important in view of all of the press concerning the problems of public television to realize how very much has been accomplished with only modest federal support. All of us were surprised to note the dramatic growth in the number of public television stations in the years since the passage of the Public Broadcasting Act. We are pleased to note also that the great majority of public television stations are served by a technical program distribution system which is of first quality. In the three years of the active participation and collaboration of CPB, PBS and the stations, a program service has been put together which, while still leaving a great deal to be done, is drawing substantial and favorable reaction from the public and the press both here and abroad.

We have had our share of problems, however, in our desire to *not* imitate the standard television network—which funds, supervises, schedules, distributes, controls local broadcast of programming through compensation or license—we have created a complex system of checks and balances. This has led to some confusion about the process by which decisions are made—more than we would have liked. However, some of these problems may be unavoidable so long as we are to operate within a system of limited insulation, great pressures, and a new and evolving structure.

Despite these difficulties we have managed to increase the number of stations contributing to the national program service from twenty-seven stations in 1971 to forty-two in 1972, to at least fifty-five public television stations in 1973. We have begun a diversification of public affairs programming from basically a single producer in 1971 to four substantial and twenty or more smaller producers in 1973. We have been instrumental in the creation of a new children's program, ZOOM, from WGBH in Boston. Incidentally, when it appeared that ZOOM would not be founded for next year more than 150,000 children wrote in less than one month to register their desire that it be continued—unprecedented in the history of children's programming. There was no reward for the children other than what seemed a slight hope that their program would be kept.

Mister Rogers' Neighborhood, Electric Company, Sesame Street and Zoom enjoy international reputations such that in many countries they are considered the finest children's program service in the world—an accolade that the United States has not always enjoyed in this particular field.

We could look at the accomplishments in drama which have been instrumental in encouraging the return of serious dramatic programs to television. We could cite contributions to the appreciation of good music, dance, and the arts and humanities, and to the work which is being done to develop captioning or subtitling of television programs for hearing-impaired people, to the improvement of television audio reception, and many other programs and activities which your support has made possible. These and other activities have contributed substantially to the public's education, understanding and enjoyment. Many of these activities, I believe, have made contributions to the great communications medium of which we are a part. You and we can take some pride in the progress that has been made.

We have reached, however, a point where this progress has slowed to virtually a complete standstill.

We are now on limited annual appropriations which admit of great pressures and provide little time and money for program planning and development. Sesame Street took 3 years to develop, Electric Company—2 years. The BBC's great series, Civilisation, required three years from conception to broadcast. These are important programs with high educational content as well as public interest.

At present, we do not have the support for such planning and development on a scale sufficient to meet the standards that we have set and which you and the public have a right to expect.

It is not only program planning and development that is hurt by the present funding arrangements, but also, the diversity of program production. Limited annual funding coupled with growing inflation in production costs means that fewer stations will be able to produce for national distribution in the future. Even more importantly, limited annual funding will mean that the stations and the public will have fewer programs to choose from. The Carnegie Commission concept of providing an abundance of programs such that no station is required to carry any given program because of the lack of enough programs to choose from is a dream—totally without possibility of being realized with the present pattern of funding.

The CPB dollars allocated for nighttime, general audience programming are exactly the same this year as they were in 1971—$7.7 million. In the meantime, we are trying to provide 12% more basic evening service with those dollars, and program production costs have been inflating at about 10% per year. If there were no increase in CPB's authorization next year, the Corporation would be hard pressed even to allocate the same dollars—$7.7 milion—to nighttime programming. But even that figure, next year, would mean in effect that the effective CPB expenditure per hour of nighttime service would have decreased by one-third since 1971. Thus, without an increase in the authorization, we cannot even sustain the level and quality of service that pertained three years ago, let alone make any progress toward the Carnegie Commission's dream of an abundance of programs. By my calculation, it would require an additional allocation of almost $4 million next year just to overcome the inflationary erosion that has occurred in the evening service since FY 1971.

At the present support level, it is not possible for twelve stations in FY 74 alone in Maine, Vermont, Virginia, Michigan, Texas, California, Minnesota, New Mexico, Indiana and Louisiana to become part of the national interconnection system and receive programs as all of the other stations do. At the present level of continuing appropriations, these stations, along with their audience, run the risk of being relegated to the status of permanent second class citizens. There will be more stations in FY 75 to be interconnected.

Stagnation in the national program and distribution budget means fewer people served than might be served, and those we do serve will be served less well. But the problem does not stop at national programming, for national programming is an integral part of the local program schedule of each station.

If the national service fails in quantity, quality, or range and choice of subject matter, then scarce local resources—money, equipment, staff—will be diverted to try to fill the void. Locally produced programming will suffer as stations try to balance and fill out their schedules.

Since non-federal financial support for the local public television stations is dependent in large measure on the quality of their local program schedule, the damage done to locally originated programming and, ultimately, to the stations themselves could be multiplied many times over.

I have attached several suggestions as to how national programming and distribution could benefit from S. 1090. It is obviously not the complete answer. The Corporation and the licensees will have to undertake together the difficult talks of deciding what the most pressing and critical priorities are for the application of any additional funds that become available. Nonetheless, I hope this will be helpful in pointing up some of the needs that might be filled if the level of support can be raised and more than a single year's authorization can be provided.

I have also presented in some detail a report on our operations over the last three years which I hope will help explain better what we have done and why we have done it.

I think you have been instrumental in lifting up and giving to the American public a communications instrument which would not have existed had it not been for your foresight and initiative in 1967. That we have occasionally disappointed you—and ourselves—is known and recognized. But the promise of public television that you saw so clearly in 1967 is no less today, nor is the need for such an undertaking. The performance of public television in the intervening years, I would like to believe, is better than many of us had hoped—especially in a medium where failures are many, and very costly.

Today, you see all of us in public television continuing to work for solutions to our problems. Fortunately, these are the problems of success—however modest—and not those of failure.

Thank you for your continuing patience and support.

MEMORANDUM SUPPLEMENTING THE TESTIMONY OF HARTFORD N. GUNN, JR., PRESIDENT OF THE PUBLIC BROADCASTING SERVICE

This memorandum, offered for the record, supplements the written statement, suggestions for service, and background paper, together with its appendices, which were offered for the record at the hearings on March 29, 1973.

1. COST OF MAINTAINING AUDIO TAPES OF LOCAL PUBLIC AFFAIRS PROGRAMMING

Senator Griffin asked that the Committee be provided with information on the average cost of a noncommercial broadcast station to maintain audio recordings of all local public affairs programs. PBS currently maintains video, audio and written transcripts of all PBS nationally distributed public affairs programs. Transcripts of public affairs programs are made available by PBS to any member of the public who asks for them.*

The burden to the local stations, radio and television, to carry on this program of recordkeeping varies considerably with their budgets. A station recording system could be established as follows:

The least cost approach for a station to record audio for all public affairs shows would be to use a logging recorder, a type that runs at very slow tape speed, which could record the entire day's program schedule in a single reel of tape, without operator attention. The recorder would use one tape at $10.00 per day. Thus, if stations were required to keep tapes for a period of two years, 730 tapes would be necessary. Consequently, the rough costs for the basic equipment for each station would be as follows:

1 logging recorder (e.g., Metrotech 555A), including: 15/32 inch per second tape speed; 4 channel (allows one channel for FM, one channel for TV sound, one channel for time of day); monitor amplifier and speakers: microphone for slating	$2, 500
730 reels of audio tape at $10.00	7, 300
Total	$9, 800

This cost does not take into consideration the equipment, manpower and stock necessary to transfer material from the logging recorder to a standard tape for distribution to the public. The costs here, of course, would depend on the number of requests made by the public. Furthermore, this does not take into account the costs of providing written transcripts of programs. The average cost of a written transcript for a typical one-hour program is approximately $150.

Regarding possible minimal expenditures for recording of public issue programming, presumably, as was mentioned in the hearings, one could purchase a couple of small audio tape cassette recorders for about $35 each and a three-month supply of tapes at about $1 per hour, and manually record programs which were of public issues as they were broadcast for perhaps a total cost of $350 per station.

This is of course not an ideal situation. The home-type minimum cost recorder is not intended for the sort of constant usage envisioned here: hence, rapid replacement, or high cost of maintenance, is likely. The cheapest tapes are also the ones most prone to jam. Thus, only the smallest stations which could handle the situation in no other way would do so as described above.

Of course, adding still another manual operation to a small radio station, where a single engineer is responsible for all the tape music, announcements, and microphones required to broadcast a typical local public issue program, is in some cases adding a very difficult burden.

2. NUMBER OF PEOPLE VIEWING PUBLIC TELEVISION

At various times throughout the hearings, figures were given for estimates of the number of Americans served by public television each week. The Nielson estimates on the total number of television households indicate that public television is viewed by about 30% of the total households once each week. Our extrapolations for this data, together with other data, indicate that about 20 million households or about 40 million people watch public television at least once each week.

---

*The problem referred to by Senator Griffin concerning someone's refusal to give the Senator a copy of a transcript of a program dealing with the ABM controversy four years ago had nothing to do with PBS. That program was produced and distributed by the Public Broadcasting Laboratory, an organization which existed before PBS was created, and which no longer exists.

3. COST OF LIVE INTERCONNECTION DISTRIBUTION RELATED TO THE COST OF PROGRAMMING DELIVERED BY THIS MEANS OF DISTRIBUTION

During the testimony, Senator Stevens raised the question of whether the system was not spending almost as much money on distribution as it was spending for program production. It is not. The program production cost figure used by Senator Stevens reflected only CPB's portion of those costs, which in 1973 was approximately $13 million. However, the total funds for basic national program production costs were approximately $33 million. This figure of course does not take into account the cost of local programs offered for national distribution nor does it include the cost of programming delivered by the regional networks. Moreover, the figure used in the hearings for live interconnected distribution costs included the total budget for the Public Broadcasting Service. An appropriate figure for maintaining the direct live AT&T interconnection system, not covering the other distribution and program services provided by the Public Broadcasting Service (services which would be provided regardless of the method of distribution), should be approximately $4 million. Thus, the live interconnected distribution costs are approximately ⅛ of the costs of the programs which are distributed. Moreover, the cost of live interconnection remains relatively stable and is considerably less than the cost of tape distribution to all of the stations.

In this regard, a concern was raised by Senator Stevens related to the service provided to Alaska and other points not immediately available for live interconnection. PBS distributes to these areas, including Alaska, at no charge, tape distribution of all PBS-distributed programs, except those programs which are of a very current nature. As pointed out in the appendix to my testimony, entitled "Suggestions for Service Which Could Be Provided the Public Under S. 1090," with an additional expenditure of $50,000 PBS programs of a highly current nature not presently available to stations in Alaska could be distributed by tape distribution.

An examination of Appendix A to the attachment to my written statement, entitled "PBS—A Licensee Membership Corporation, A Background Paper," gives full details on the expenditure of funds for providing PBS services.

4. PROGRAM DECISION-MAKING PROCESS

A number of questions were raised concerning the current process for determining what programs will be recommended to the Corporation for funding by the licensees and what happens from the program idea stage to transmission over the interconnection for broadcast by the stations. A review of the background paper attached to my testimony, together with Appendix D, "Procedures for Developing a National Program Service," Appendix E, "Description of Current Programming Procedures," and Appendix F, "PBS Programming Evaluation Process, 1971–2 and 1972–3," provides a detailed description of the programming process as it has most recently operated. A review of these documents should make it clear that while the process is complicated, it is not chaotic, that unlike a centralized commercial network the public television system from program idea up through scheduling and broadcast is run on a sophisticated system of local station advice and decision making. It is neither a system based on the tyranny of the majority nor a system based on the tyranny of the minority but is balanced and democratically based to insure maximum flexibility for all.

Senator PASTORE. This concludes our hearing, and we will recess until 10 o'clock tomorrow.

[Whereupon, at 12:30 p.m., the hearing was adjourned, to reconvene at 10 a.m., Friday, March 30, 1973.]

PUBLIC BROADCASTING

FRIDAY, MARCH 30, 1973

U.S. Senate,
Committee on Commerce,
Subcommittee on Communications,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 10 a.m. in room 1318, Dirksen Office Building, Hon. John O. Pastore (chairman of the subcommittee) presiding.

Senator **Pastore.** We are privileged this morning to have as our first witness Mr. Andrew Biemiller, director of the Department of Legislation, American Federation of Labor and the Congress of Industrial Organizations (AFL-CIO).

You have a written statement, Mr. Biemiller, and you are privileged to proceed in any way you like.

I might mention that you are accompanied by Albert J. Zack, who is the director of public relations. Mr. Zack, I say to you, if you want to add anything after Mr. Biemiller, feel at liberty to do so.

STATEMENT OF ANDREW BIEMILLER, DIRECTOR, DEPARTMENT OF LEGISLATION, AFL-CIO; ACCOMPANIED BY AL ZACK, PUBLIC RELATIONS DIRECTOR

Mr. **Biemiller.** Thank you very much, Mr. Chairman.

Mr. **Zack.** Thank you.

Mr. **Biemiller.** I would also add for the record that Mr. Zack is the AFL-CIO representative to the Advisory Committee on National Organizations to the Corporation for Public Broadcasting.

The AFL-CIO is a longtime advocate of public broadcasting. To us, public broadcasting is more than an educational tool. Indeed, "Sesame Street" and "Electric Company" have shown how valuable public television is to innovative education, and "Zoom" has proven that children want the type of wholesome programing commercial television ignores.

Public broadcasting can provide cultural enrichment for millions of Americans who do not have the financial resources to attend concerts, plays, or other artistic ventures. But most important to us is the role public broadcasting can play in stimulating public discussion and informed public opinion on the problems facing America today. It has no axes to grind. Public broadcasting doesn't have to bow to sponsor pressure, neither should it bow to political pressure.

Therefore, Mr. Chairman, the AFL–CIO wholeheartedly supports the authorization level and the 2-year financing provided in S. 1090, which the Chair introduced.

Multiyear financing permits long-range planning for programing and for assistance to local stations. Stable financing permits long-range planning for programing and for assistance to local stations. Stable financing can remove public broadcasting from the shifting winds of political budgetmaking.

We are heartened that the Board of the Corporation supports the funds authorized in S. 1090 and is not acquiescing to the unrealistic budget figures from the Office of Management and Budget. OMB's figures would make public broadcasting "that other station" and not a viable alternative to commercial programing.

We do not believe that public broadcasting should revert to its former status as an electronic teacher's aid. It can, and must compete with commercial stations for viewers because the public hungers for quality programing that, apparently, only public broadcasting can deliver.

But just passing this bill and increasing funding for CPB is not enough. Much more must be done by this committee. Five years ago the Congress established CPB and charged it with creating a viable public broadcasting system on both the local and national levels.

We believe that 5 years is long enough for CPB to have established a track record—a record the Congress can examine in detail. We hope the Congress will take a close and thorough look at how the Corporation for Public Broadcasting uses public money on the public air waves for the public benefit.

In other words, look at what has been done, what is planned to be done, and what public broadcasting can do.

Last year the Congress in our view took an important step toward strengthening public broadcasting. Like many others we were wholly unprepared for the President's surprising veto and the vehemence of the veto message.

We thought we know what public broadcasting was and what it should be. But the President's veto message changed all that.

Today there is no clear, single, defined statement of mission and goals for public broadcasting. CPB has not produced one, although we have urged that they do so. The stations managers and operators seem to have divergent goals. The public is confused, and so once again we say it is up to the Congress to do the job.

We urge you to state clearly, in unmistakable language, exactly what the Congress believes should be done by public broadcasting, on the public air waves with public money.

In order to assist in that undertaking, let me outline our views as to what public broadcasting is and what is should be:

First, we believe that the Congress should make mandatory the broadcasting of public affairs, stipulating a minimum portion of prime time to be devoted to public affairs programing. There is now some confusion in the minds of some in CPB on the subject, who interpret the present statute as making public affairs broadcasting permissive. We urge you to clear up this confusion.

The present statute provides for "objectivity and balance" in public affairs programing. We agree that such a requirement is essential.

But "objectivity and balance" could be achieved by the simple abolition of public affairs broadcasting or by renaming adult education programs on such subjects as science and calling that "public affairs."

Obviously we reject both concepts and so we ask that the Congress define in the law it deems to be public affairs.

We offer, for your consideration, our definition, which is the frank and open discussion and delineation of major controversial issues with full and fair representation of all legitimate sides of a controversy.

Public affairs programing can only be successful if its integrity is above reproach. It must be absolutely insulated against the ideological whims of any administration—now or in the future.

To us that means a clear definition of responsibility for programing, written by the Congress and subject to congressional overview. We do not believe programing responsibility belongs soley to a presidentially appointed board.

So we come to our second point—the need for Congress to set the ground rules for local stations and the public to participate fully in the decisionmaking process concerning program content.

The strength of the public broadcasting system is the locally operated stations. And while we have seen proposals for a so called partnership between the local stations and CPB, we have been around Washington too long to think a cliche—like "partnership"—will solve the problem.

Partnership, like marriages, can be dissolved through a whim and we think public broadcasting deserves more than a cliche for a solution to this vital program.

Third, while public broadcasting has done an excellent job in the field of educational programs and some commendable work in drama and other cultural ventures, we are concerned by the dominance of cultural programs produced overseas on America's publicly funded television network.

We are not being critical of CPB for trying to get the most on the air with the least money, but reliance on the corporate grant structure has placed excessive reliance on foreign-produced programing.

We don't think it is chauvinism to say there are great reservoirs of creativity, artistry, talent, and ability here in America. We are proud that American artists, writers, producers, and technicians are among the greatest in the world. And we think they deserve the spotlight of America's public television network.

The Board's outright expenditures reflect this policy, but the problem comes in the field of grants to CPB.

Evidently our pride in America is not shared by many of the corporations who make grants to CPB—sometimes for altruistic purposes, but sometimes because the corporation can enhance its "image" with the taxpayer footing part of the bill.

Frankly, we are not surprised at this lack of patriotism on the part of some corporations who call themselves Americans. As this committee knows, we have been pointing out, for a long time, the problems of giant corporations that are exporting American jobs, technology, and capital to foreign countries.

This is just another example of the lack of concern multinational corporations display for things American.

So they buy foreign-produced programing using foreign-earned profits and give it to CPB. Now these overseas profits are not taxed by the United States until they are repatriated. But the corporations can bring the programs back, receive on the air credit for it and enhance their image at home.

These programs are advertised widely in the press by the corporations, who, of course, write it off their tax returns as a cost of doing business—thus, insuring that Uncle Sam pays about half the advertising bill out of lost revenue.

Who pays for enhancing the company's image? The taxpayers and that includes underemployed American artists, technicians, and producers. We think this practice should be curbed.

Now, Mr. Chairman, we are not opposed to foreign produced cultural programing. In fact we consider it vital to the proper mix necessary for good, balanced programing on public television. However, there is an imbalance today.

We don't think foreign-produced programing should dominate the schedule of public television. We don't think this public showcase should ignore the contributions of American writers, American directors and producers, American artists and musicians, and American technicians. And we think the general public—if it knew what was happening—would agree that American talent belongs on American public television.

Thus we believe the Congress should require CPB to take steps to increase the number of cultural, dramatic, and musical programs featuring American talent and artists and produced in the United States.

Fourth, it has come to our attention that some local public broadcasting stations are competing with commercial stations for commercial film production business. Because these public stations frequently pay their production crews less than the commercial stations in the same community, the competition is highly unfair.

We believe that the only equitable method of solving this problem is for the Congress to enact a Davis-Bacon type clause and require the stations to pay prevailing rates in their community.

National Public Radio is the all too often ignored, but consistently excellent radio voice of public broadcasting. In the past few years public radio has done an outstanding job of public affairs programing and has not been plagued by the bitter public controversy surrounding public television. We would be remiss in not commending to you the day-to-day performance of National Public Radio.

Mr. Chairman, we urge this committee to forthrightly tackle each of the problems we have outlined which go beyond the simple matter of financing the Nation's public broadcasting system.

These problems go to the heart of public broadcasting and the exciting, promising future it holds for all Americans.

Today public broadcasting needs some direction from the Congress to take bold steps that will benefit all Americans. CPB needs the strength of a congressional mandate to overcome administration opposition to nonpartisan, fair public affairs programing. We ask this committee to make that mandate clear.

Senator PASTORE. Thank you very much, Mr. Biemiller. Mr. Zack, do you want to add anything to that?

Mr. ZACK. No, Senator. This is fine.

Senator PASTORE. Thank you very much. We will take these recommendations under advisement.

Mr. BIEMILLER. Thank you.

Senator PASTORE. Thank you.

[The following information was subsequently received for the record:]

STATEMENT BY THE AFL-CIO EXECUTIVE COUNCIL ON PUBLIC BROADCASTING FEBRUARY 22, 1973, BAL HARBOUR, FLA.

Five years ago the Congress established the Corporation for Public Broadcasting and charged it with creating a viable public broadcasting system on both the local and national levels.

Now it is time for the Congress to review in detail all aspects of the Corporation's operations. Of particular concern to us are current reports that the CPB will abandon or severely curtail public affairs programming, which we consider absolutely essential to public broadcasting.

We believe a public broadcasting system can be of great educational value but that it must be much more than an electronic teachers' aide.

Drama, music and cultural programs, which display the diversity of talent and artistry of Americans, have a key role in public broadcasting.

But the most important function of public broadcasting must be public affairs—the free expression of the views of the American people on the crucial social and economic issues of the time. Obviously the commercial broadcasting networks have at best a spotty record of reporting and delineating these issues and allowing for their full and open discussion. Only public broadcasting can fill that void.

We have previously made clear our view that public broadcasting should be financed with public money through a long-range stable financing mechanism, free from the political pressures of annual governmental budget-making.

In addition, we believe the Congress must:

Insure that public broadcasting will never be cast in the ideological mold of any national Administration;

Stipulate that public broadcasting has a mandate to continue and expand public affairs programming;

Insist on insulating public broadcasting from partisan, political bias of any character.

Require that CPB, as America's publicly-funded broadcasting system, take steps to increase the number of cultural, dramatic and musical programs, featuring American talent and artists and produced in the U.S., on the program schedule now dominated by foreign-produced programs.

Public broadcasting can be of vital importance to America. The Congress must guarantee that it fulfills that goal.

Senator PASTORE. Mr. William Fore, Chairman, Advisory Committee of National Organizations to the Corporation for Public Broadcasting. You are Reverend Fore?

Reverend FORE. That is correct.

Senator PASTORE. Do you have a written statement?

Reverend FORE. I have.

Senator PASTORE. You may proceed.

STATEMENT OF REV. WILLIAM F. FORE, CHAIRMAN, ADVISORY COMMITTEE OF NATIONAL ORGANIZATIONS TO THE CORPORATION FOR PUBLIC BROADCASTING

Reverend FORE. Thank you, sir. I am executive director of the Broadcasting and Film Commission of the National Council of Churches, but I come to you this morning as the Chairman of the Advisory Committee of the National Organization to the Corporation for Public Broadcasting.

Senator PASTORE. We are honored to have you, sir.

Reverend FORE. Mr. Chairman, I have been following these hearings on television and realize you have to follow a great number of read statements. With your permission I would like to place this in the record and hit the high spots for you.

Senator PASTORE. That is absolutely agreeable, and without objection the entire statement will be printed in the record.

Reverend FORE. I would like to point out that the Advisory Committee of National Organizations consists of a major voluntary and professional and religious and educational organizations in this country, and we have been formed and asked by the Corporation for Public Broadcasting to provide them with counsel and advice in matters of policy and programing for the CPB.

We currently have 35 members of our organization, and it is a very diverse group, with membership ranging all the way from the AFL-CIO, which just testified, to the American Medical Association, the American Bar Association, the Southern Baptist Convention, Jewish and Catholic organizations, educational organizations and so on.

It is very broad and diverse. I don't think you could find as diverse and representative a group in an advisory group anywhere in the country. We have been working with the CPB and its president and former president since 1969.

First it was purely in an advisory capacity, but more and more we were being taken into the serious councils of the Corporation. We helped shape the plans for the White House Conference on Food, Nutriton and Health and the town meetings which were held for the first time back in 1969, and at that time began to show the possibilities that are there when local organizations can work in a national effort to develop town meetings.

The following year, we participated in the development of the "Turned-on crisis," helping to sensitize citizens to combat drug abuse.

Last week WETA, the station here in Washington, asked our group to begin to work with them providing advice and helping to identify issues of national priority and interest which they could deal with in a new documentary series dealing with current issues.

I should emphasize that we have not been purely a booster club for CPB. A number of times we have disagreed with proposals that have been brought in. I remember 1½ years ago a plan was brought in, I think in good faith, to increase the power and facilities of a number of the public radio stations in the urban areas.

Senator PASTORE. How far does your Advisory Council go in remonstrating to either the Corporation or to the local licensee in matters where tough language is used. When I say tough, I mean obscene language, or language which is generally not being used at the dinner tables of the American household. I realize that there is more liberality in speech today than we have had in the past insofar as expressions that are supposed to be gutter expressions. They are fast becoming the general norm of our society.

Do you play any part at all in that?

Reverend FORE. No, sir, we have not dealt with that specific issue. I think one of the reasons that we have not is that it is essentially the responsibility of the local station for what it puts on the air.

Of course, many of our national organizations are very concerned about that problem, and we have been making ourselves heard in other forums, but we have not raised that question specifically in the Advisory Committee.

Senator **Pastore**. The reason I mentioned that is that unless the religious groups of this country begin to take the leadership in this regard—and I tell you frankly and, Mr. Zapple will attest to it, we have boxes and boxes and boxes of letters that come to us from various people all over the country.

This not only goes for public broadcasting, but for commercial broadcasting as well. They have these feminine talk shows, where people actually bring the intimacy of the bedroom into the parlors of America.

It is, in my humble opinion, one way to lead to a breakdown of the moral fiber of our society. Unless a group like your own that naturally is always preaching decency and wholesomeness to your congregations, unless you take a part I tell you very frankly that it is dangerous ground for even the Congress or any constituted Government agency to get into for the simple reason that you hear this hue and cry constantly that we would be violating the first amendment.

And this is censorship. We don't intend to censor in any way. Sometimes I am placed in a sensitive dilemma because I rebel at what I see and what I hear, and at the same time, I am puzzled because I will be misunderstood if I speak out.

I remember one time I addressed the ladies of radio and television and I called upon them to become the watchdogs of some of this. They received me with great applause, but then throughout the country there were two or three editorials attacking me for wanting to interfere with the first amendment.

Now if you are using dirty names and reading dirty books, if that is what we meant when we gave freedom of speech, I am afraid somebody is misunderstanding our Founding Fathers.

Reverend **Fore**. I have known of your concern in this matter, and I agree it is a serious problem facing our Nation. The church is among other groups that should sensitize people, especially in the local situation, in the local communities and local congregations.

Senator **Pastore**. I hope so. I thought I would mention it to you, and I hope you will carry that message back. I have heard from our organization back home, I think I have on file a resolution that was passed by the Council of Churches on this subject.

But on the other hand, no one is trying to impinge upon free speech. All we are trying to do is use a little soap and water to get the thing cleaned up. I never thought that soap and water violated any provision of the Constitution of the United States.

Reverend **Fore**. The Advisory Committee has taken a position equally strong on a number of issues, and on the one I mentioned about the urban radio development, just to finish that situation, members of our committee raised the question "How come you are not supporting the rural and the smaller stations?"

This had not quite occurred to the members of the staff of the CPB, and because we have such groups as the National Grange and others interested in rural development in our organization, we were able to bring the situation into perspective. We have seen our role as a kind of an early warning system and a sensitizing role. I am glad to see that our advice is being sought by Mr. Loomis and members of the CPB.

The CHAIRMAN. Are you talking about TV mainly?

Reverend FORE. I beg your pardon?

The CHAIRMAN. May I ask this question: Part of the problem is that when the FCC opened up radio licenses all over the country, a great many went on the air. Some of them are on the ragged edge financially.

Reverend FORE. Yes.

The CHAIRMAN. Therefore, they take on programs that normally they wouldn't even consider if they were in the black and fiscally in good shape.

This is one of the problems. This is one of the problems in the consumer field. They take on programs that you would not believe, some of these smaller stations that have a financial problem.

If you sit in on any given day and monitor stations in a metropolitan area where there are 25 or 30 outlets, it is just unbelievable. Everything is for free. A lot of people are hooked on it. You can buy a whole household full of furniture and if you don't like it after 100 days you can send it back. Just try and send it back. Just try and send it back.

But I think a lot of it is due to the fact that we have so many outlets and so many of them are on the ragged edge of making it financially. They take on programs that normally they wouldn't take.

I guess that is getting so now to become sensational to have somebody listen to your program so that you might up your advertising rates. They are going into what the chairman said.

Reverend FORE. I have seen many of these smaller stations and I can tell you that many of the public radio stations are in even more desparate financial situations than many of the commercial stations.

The CHAIRMAN. You get to the point where you have to grab anything. I don't know whether we have enough. I understand that now they aren't granting many more new AM radio licenses, but some places the outlets are numerous.

I live in Seattle and I think there are something like 28 outlets.

Reverend FORE. This is true. There is increasing diversity, but we feel on the advisory committee——

The CHAIRMAN. But that is more of a challenge to your people because that is a fact.

Reverend FORE. We feel it important that the public radio stations be able to survive in that situation.

The CHAIRMAN. And take the leadership.

Reverend FORE. Mr. Chairman, it would be dangerous and presumptive for me even to speak for my own organization in some situations and to speak for 35 of them of this advisory committee even more dangerous, but let me tell you of a few actions that have been specifically taken by the advisory committee just in the recent months with regard to this issue.

First, while we endorse the Corporation's commitment to provide significantly greater financial assistance to individual stations, and we just mentioned that in the case of radio, we believe it would be irresponsible for public broadcasting to do this at the risk of reducing its present level of high quality national programing.

At our meeting just last week our committee unanimously endorsed a national simultaneous interconnected broadcast service as essential to the continued progress of public broadcasting.

At the same time, we continued to support the concept that individual stations are the bedrock of public broadcasting and that the local station must remain free to make up its own programing schedule.

We feel, therefore, that the interconnect must remain a resource for the local stations rather than to be thought of as a network as is commonly used in the commercial sense.

Senator PASTORE. Are you familiar with the testimony that transpired before this hearing yesterday?

Reverend FORE. I only saw part of it on television.

Senator PASTORE. We had Mr. Gunn here, and Mr. Rogers, and I think that point was pretty well covered by Mr. Rogers. He felt that insofar as the scheduling is concerned that the local stations meeting as a composite group, with their own representatives chosen by them, should have some say, and possibly the ultimate say, on questions of scheduling. What do you have to say to that?

Reverend FORE. The Advisory Committee certainly believes that there must be a partnership in this relationship, and we also believe, you see, that each individual station must also be free to make up its own schedule.

This is why it is important to have sufficient facilities for taping and people there to tape anything that comes off the interconnect so that the programs can be aired at another hour or another day or any kind of schedule that fits their programing.

Senator PASTORE. As I understand, that is exactly the case. Some of these local stations who are really pinched for money don't have the facilities to tape, and that is a problem.

Reverend FORE. That's correct.

Senator PASTORE. So they have to rely more or less on the scheduling of the interconnecting system for the simple reason that they have no alternative to do it otherwise.

Reverend FORE. Exactly.

Senator PASTORE. That is the reason why Senator Magnuson and I got into this business of raising the money, not by too much. We are only recommending $10 million more than was recommended last year, and the reason why we did that is because they took $10 million off.

It only puts us back on base, and that is all we are trying to do.

It isn't that we have doubled or quadrupled the estimate of the OMB or the administration. We merely said that inasmuch as the administration did advocate $45 million and the continuing resolution only went to the extent of $35 million, there is a loss of $10 million there that ought to be picked up, and for that reason we want the Corporation to get $55 million.

So if you take the $10 million off the $55 million and add it to the $35 million, we have $45 million and $45 million exactly, which is what the administration recommended, and yet they are resisting it.

We were told here that should they get the money they could reduce the number of stations, who don't have the recording facilities, and this will promote localism. Because they can tape the programs that come over the interconnection and show it at their convenience. That is localism to me.

Reverend FORE. I agree with you completely.

The next point I was going to make is that our Advisory Committee has unanimously come out in support of S. 1090, and that 33 of our 35 organizations as individual organizations have come out in very strong support of the concept of long-term financing.

Now, that is quite a record when you see the list of organizations. Many of them very rarely take a specific position on an issue of this kind. And 33 of the 35 have now come out specifically in support of the concept of long-range funding.

We feel it is absolutely essential to have long-range financing, both to insure quality programing and to insure that it doesn't become compromised in some way by political pressure and expediency.

My third point is that we specifically are supporting three of the points that have been set down by the all-industry radio long-range financing task force.

First, that there should be a single appropriation for both the CPB and station support. We feel that CPB has a formula for station grants that has been endorsed by the whole industry and the community, and that this should continue to be implemented and that it can work well.

Second, we feel that the administrative responsibility for the expenditure of Federal funds appropriated to the CPB should be vested in the CPB. We think this is clearly spelled out in the act of 1967.

Third, we believe that responsibility for decisions pertaining to the granting of CPB funds for production and distribution of programs should remain with the Corporation through a proposal and review and approval procedure that is responsive to the advice and recommendations from station representatives, which I believe is what you were mentioning a little earlier, and the public. This procedure reflects essentially a partnership of decisionmaking and responsibility.

Senator PASTORE. Now, if I understand the thrust of your presentation, it is that we ought to have more of high-quality nationally appealing programs; is that correct?

Reverend FORE. That is part of it. We certainly believe that is essential to the system, yes.

Senator PASTORE. How far would you go in allowing the local stations to have a voice in determining what the program should be? Would you leave that exclusively to the jurisdiction of the Corporation?

I know that we have bandied the word "partnership" around, but that is a cliche unless you get down to specifics. We can call anything a partnership, even a partnership in disagreement, but the fact still remains that someone ought to be consulted, and someone ought to have the say.

Now, how much voice do you give to the local station?

Reverend FORE. The Advisory Committee as such hasn't taken a position on that, but I have as an individual.

Senator PASTORE. Yes.

Reverend Fore. My feeling is that the ultimate responsibility is clearly vested in the Board or in the Corporation for Public Broadcasting under the Public Broadcasting Act of 1967. On the other hand, the local stations obviously have both an authority and responsibility for what they put on their local stations.

Senator Pastore. I am afraid, sir, you should go a little further than that. Because I don't think that a group of men, 15 in number, acting through the President of the Corporation, should tell the public television local stations throughout the country what the national program is going to be, without some kind of determining voice from them, either.

Reverend Fore. I hadn't finished the plan I was going to outline.

Senator Pastore. It didn't start out too good.

Reverend Fore. I am trying to describe the two polarities here. I think there is a national authority that has that responsibility under the law. On the other hand, there are the local stations which also have responsibility and therefore power, because, after all, it wouldn't do a bit of good to produce a program nationally and not have anything broadcast locally. That is an implicit, inherent power that the local stations possess.

Though it is not statutory power in that sense, it is real power, and, therefore, I think these two points of power have to negotiate. They have to set up a system that takes into account both groups of power and deal with the problem jointly. And I understand that this is what Mr. Ralph Rogers and others are proposing at the present time.

Senator Pastore. Well, they are coming close to it now. I hope that they do come to some agreement on the matter, because I tell you very frankly I don't think that the Board itself ought to have exclusive authority, and I am not suggesting that the local stations through their representatives should have exclusive authority, but somehow, somewhere, they have to agree on what is good for the American people, and the man who knows the best about that is the fellow who lives on the ground floor.

Reverend Fore. I agree with that.

Senator Pastore. This is grassroots America.

Reverend Fore. I am glad to see this kind of real negotiation process being established at the present time. It is the only way it is going to work out.

The Chairman. How does this practically operate? Say you are running a station and you have a program scheduled, and you look down the line a little bit in advance at the station. Does the public broadcasting, or the Corporation, come in and give you some programs and say, "Will you use them?" or do they say "You are to use them?"

Reverend Fore. I am not an expert in that particular process, but as a layman I would hope it would work like this. When the plans are being made for programing—in advance of when it comes down the line—that these plans are made in cooperation with the ultimate user and ultimate consumer, as well as the people who have the funds. I am thinking not just of the Corporation because we believe this ought to be funded by foundations and by other kinds of groups as well, but that advice and counsel ought to take place well in advance, at the very beginning when the plans are made to produce the programs in the first place.

The CHAIRMAN. How do you accomplish that dialog? Do you meet with them or do they send you something or do they ask your advice; say you are a local station owner, how do you achieve the dialog?

Reverend FORE. My understanding is that there are certain levels of decision, one of which would be when to initiate programing, which would involve the local station people as well as the Corporation for Public Broadcasting people, at the very inception.

Senator PASTORE. If Mr. Magnuson will indulge me, I think I can explain it.

Reverend Fore, of course, is not a station operator.

The CHAIRMAN. No.

Senator PASTORE. There has been confusion and frustration in this. So much so that a controversy developed. Much of this was discussed when the station owners met in their conference in Texas, and it has been going on with discussions of the representatives of the White House, and we here in the Congress.

Now, it has been decided that there would be a representative committee of the licensee management, and the members of the Advisory Council who are nonpaid, public-spirited citizens, who actually act as the governing boards of the licensees.

They have now reached a memorandum of understanding whereby a composite group of both the management and the governing board of the licensees, which would be members of the board of trustees, would sit down and meet with the members of the Corporation.

The CHAIRMAN. That is what I wanted.

Senator PASTORE. And between themselves they would decide what programs would be desirable and then, of course, reach an agreement.

Now, not everybody is going to be made happy, but they feel in the long run that compromises will be to the benefit of the American viewing public.

The CHAIRMAN. That is what Mr. Rogers proposed.

Senator PASTORE. Yes, and that is what Mr. Curtis suggested, and what Mr. Loomis suggested.

I think we have this thing off dead center. The only thing we lack now is the money and the authorization.

Reverend FORE. There is one final point I would like to make.

The CHAIRMAN. The authorization and the money.

Senator PASTORE. You can even give me the money without the authorization.

Reverend FORE. Just one final point, Mr. Chairman.

The CHAIRMAN. We are both on the Appropriations Committee. We wear two hats here.

Reverend FORE. Our group took these positions which I have outlined in general and which are contained in detail in my printed presentation, with the understanding and the good faith that at the earliest possible time the CPB Board will officially state for the record and for us its concept of the mission and goals of public broadcasting, and with special clarification in the area of public affairs. We hope that the entire public broadcasting community will have an opportunity to participate in the task of developing those goals.

Quite frankly, as members of the Advisory Committee, we have been concerned that the Corporation has not stated its concept of the mission and goals of public broadcasting as clearly as it should up to this point, and we are hoping that this will be done in the next few months.

Senator PASTORE. Would you mind a slight interruption, Mr. Fore?

As I understand it, we have some station managers here from the State of Washington who are going to attend another meeting, and I think, as the chairman of the committee, I would like to salute them, and if they have anything to say we might hear them.

Reverend FORE. Surely.

The CHAIRMAN. Thank you Mr. Chairman. We have a Mr. Schaar here, of KSPS in Spokane, and eight other station managers, and some station personnel. The other station managers are Dr. Richie Meyer, KCTS, Seattle; Mr. Robert Slingland, KTPS, Tacoma; Mr. Al Brevik, KPEC, Clover Park; Mr. Frank Roberts, KYVE, channel 47; Yakima; and Mr. Gordon Tuell, KWSU–TV, Pullman. We also have Mr. John Watson, program manager of KPEC–TV, Clover Park; Mr. Merle Kimball, program manager of KTPS in Takoma; and Mr. Tom Rogstad, TV station manager of KWSV–TV in Pullman. I would like them all to stand up.

We are very glad to have you here.

You may proceed.

Reverend FORE. That concludes the point I wanted to make. The need for the statement of the mission goals, we think is very important, particularly in the area of public affairs. I simply want to say in conclusion that we appreciate the leadership that you have given in assuring the support and the acceleration of public broadcasting, and we hope very much that this subcommittee and ultimately the Congress will act favorably by passing S. 1090.

Thank you very much, sir.

Senator PASTORE. Are there other questions?

The CHAIRMAN. I want to get this clear, and I probably should know, but how is the advisory committee appointed? Who appoints it?

Reverend FORE. The Corporation has asked each of these 35 major national organizations to appoint its own delegate in the way each group sees fit. That is, no one tells the national organization how it shall designate the person.

The CHAIRMAN. Then they submit to the Corporation the names of their suggestion for the advisory committee?

Reverend FORE. No, sir, those people become the Advisory Committee. Those 35 persons are designated by their own national organization.

The CHAIRMAN. You have got a great variety here—the people involved, and association. But how do you get them together? When does the advisory committee meet and what goes on?

Reverend FORE. We meet four times a year.

The CHAIRMAN. At a designated place?

Reverend FORE. Yes, and we meet for a full day every time. In fact, sometimes we have had to extend our hours because we take up so much business. This is voluntary. Everyone comes on his own budget. Many of the organizations are in Washington, D.C., anyway, and many of the rest are in New York. We simply are citizens interested in public broadcasting and in representing the interests of our respective organizations.

The CHAIRMAN. I have no question about that. My question is, when you put all this group together how do you come to any conclusion?

Reverend FORE. Sir, we have been passing miracles. That is how we do it.

The CHAIRMAN. If any Member of the U.S. Senate could figure out how to get this group together on any one subject, we would like to know the formula.

Reverend FORE. That is the reason I emphasized what I think is the significance of the support of this bill and support of long-range funding for broadcasting, because it is remarkable when that many organizations as diverse as those get together on something like public broadcasting.

The CHAIRMAN. Now you have come to some conclusion. Do you submit that to anybody, or do you come here——

Reverend FORE. For example, we met last week expecting that we would be heard in this testimony.

The CHAIRMAN. On this legislation?

Reverend FORE. Yes. Our group met and we took specific actions and we did not submit them to the Corporation for approval or anything else. What I have said represents the views of the advisory committee.

The CHAIRMAN. Supposing you meet on some subject other than legislation and you come to a conclusion. What happens to the conclusion?

Reverend FORE. I can give you an example. There was a proposal on health coming from the Children's Television Workshop. The group began to ask questions: "Have you considered this aspect? Why did you want to do it this way?" We might even pass a resolution saying we oppose that plan, or we often pass a resolution saying we support it. These resolutions go to the staff and to the appropriate people in the Corporation.

The CHAIRMAN. When you come to a conclusion, or consensus maybe is a better term, it goes to the Corporation to inform them, which is your role as an advisory committee, what all these people meeting have arrived at.

Reverend FORE. Exactly, and there is one further plan that is in effect now. The Corporation itself, that is, the 15 members of the Board, have now asked that the CPB Board chairman invite the chairman and vice chairman of our Advisory Committee to meet with the Board at their next meeting after each meeting of the Advisory Committee. So, four times a year, or three times a year, I meet with the members of the Board itself, and report to them our advice.

The CHAIRMAN. Now have you a liaison organization? That is composed of another group. What is their function for the record, so we get this clear?

Reverend FORE. There are a number of organizations which for one reason or another don't quite fit into the criteria for membership in the Advisory Committee. For example, it might be a regional group, or a group that might not have local chapters or local organizations in many local communities. We have allowed a number of groups of that nature, which are not specifically national organizations in the same sense that the other 35 are, to relate to us in the liaison relationship.

We invite them to the meetings, we accord them the privilege of the floor. They can speak all they want. They don't have the privilege of voting.

The CHAIRMAN. These groups that you have listed can come to the meetings and participate, is that correct?

Reverend FORE. They participate, and have the floor, but they cannot vote.

The CHAIRMAN. Then you divide yourself into subcommittees?

Reverend FORE. That is correct.

The CHAIRMAN. Do these subcommittees meet separately from the regular meeting of the Advisory Committee?

Reverend FORE. Yes. We have established subcommittees on such subjects as adult education and community outreach and programing public policy and so on. Those subcommittees meet separately from the full Advisory Committee and at separate times. The subcommittees are chaired by the delegates of the national organizations, and then full reports of the meetings are made to the full Advisory Committee.

The CHAIRMAN. They meet even more than two or three times a year, or they may meet for a longer period on a specific matter?

Reverend FORE. Yes.

The CHAIRMAN. Then they submit it to you?

Reverend FORE. Yes.

The CHAIRMAN. Such as a subcommittee here will have to submit their conclusions to the full Committee of Commerce?

Reverend FORE. Exactly right.

The CHAIRMAN. But ultimately, the end result, goes to the Public Broadcasting Corporation?

Reverend FORE. Yes, to the staff, except in cases like this today where we really insist that we are an independent advisory group. We don't imply that what we have said has gone through some approval of the CPB Board.

The CHAIRMAN. There are very prestigious groups here, and the subcommittees are headed by people, some two or three of them I know, and they are very dedicated groups that make a contribution to your full Advisory Committee.

Reverend FORE. Yes, sir; they do.

The CHAIRMAN. How did you arrive at the number? How many have you got now?

Reverend FORE. Thirty-five at the present time.

The CHAIRMAN. What I am trying to get at is, it isn't frozen.

Reverend FORE. No, sir. I think we started out with something like 18 or 20.

The CHAIRMAN. Thank you.

Reverend FORE. It is an open system.

Senator PASTORE. Any questions, Mr. Baker?

Senator BAKER. Thank you, Mr. Chairman.

Let me apologize to you and the committee and the witness for my delay in reaching this hearing, but today we have hearings on the authorization of the EPA.

I have read your statement and most of my questions have been covered fully and ably by the chairman of the full committee and the chairman of the subcommittee.

There are one or two things, though, that I would like specific information about.

As Chairman Magnuson points out, the membership of the Advisory Committee is indeed a very distinguished list of organizations. How are the organizations chosen to participate in membership?

Reverend FORE. It began in the early days with the President and staff of the CPB simply asking more or less obvious organizations that represented large national constituencies if they would be interested in meeting. However, last year the Advisory Committee finally came to the conclusion that we needed to be properly constituted; that the Board of CPB ought to officially ask those organizations to constitute an advisory committee. If they wanted our advice, they ought to ask for it officially.

Senator BAKER. To give you status as an organization, an adjunct, an official arm of the advisory group to the Corporation?

Reverend FORE. Yes, sir, and I am glad to say that the Board did last year that action and officially ask these 35 organizations to constitute the Advisory Committee.

Senator BAKER. For what tenure?

Reverend FORE. We don't have bylaws or a constitution. It is my understanding this is an annual process of reappointment by the national organization.

Senator BAKER. I think advisory committees are extraordinarily useful in fields such as this, but I am concerned about self-perpetuating organizations. I wanted to be assured that by previous arrangement or according to your understanding that there will be rotation or at least opportunity for rotation of your membership.

Reverend FORE. Yes, sir. I share your concern about that, too. This is one reason why the subcommittees are not written into bylaws. We have five subcommittees right now, but we usually kill off one or two a year, and we may add a new one. In fact, we did add Community Outreach just about 6 months ago. So it is very flexible.

Senator BAKER. If a group or organization wanted to be a member of the Advisory Committee, how would they go about making that known, that they wanted to be on the Advisory Committee?

Reverend FORE. This has happened recently with three organizations, and they have written either to me or to the CPB. We have a subcommittee on membership and it will meet this summer to consider at least three new organizations as members of the Advisory Committee.

Senator BAKER. Do you feel free to expand this number, or is the number of members set?

Reverend FORE. Our recommendation, which was adopted by the CPB, was that it be somewhere between 30 and 40. You reach a point where you don't want it so large that you can't have a good process.

Senator BAKER. I entirely agree with you. Are all the participants active?

Reverend Fore. Yes, sir. As a matter of fact, last year we wrote to a few who weren't very active and said "do you want to fish or cut bait?" One or two felt they didn't want to continue, but those presently in it are very active.

Senator Baker. I won't press this further but since some of the stations are covering our hearing, this is a good opportunity to communicate—is it your intention to entertain any reasonable request for membership on the advisory committee?

Reverend Fore. Absolutely. We welcome that input.

Senator Baker. How would they go about doing it, writing to you? William Fore. Advisory Committee. What is your address, Mr. Fore?

Reverend Fore. 475 Riverside Drive, New York 10027.

Senator Baker. You read that like you read a commercial.

Reverend Fore. I hate to give you that. I get a lot of mail on public broadcasting.

Senator Baker. We will put it off on Henry Loomis. Give us his address.

Reverend Fore. I think that is 888 16th Street Northwest.

These station men know.

Senator Baker. If anybody wanted to be considered for membership on the Advisory Committee for Public Broadcasting, if they get in touch with you, the Advisory Committee, or with the Corporation for Public Broadcasting in Washington, you would assure us they would be considered?

Reverend Fore. Yes, sir. It would be most welcome.

Senator Baker. The acid test of an Advisory Committee, and I have been on several, is whether the advice is accepted or not. I have been on several of each kind where some were accepted and some were not. But give me some insight into how any particular—or, for that matter, general—recommendations which your Advisory Committee has made to the Corporation have been implemented or not been implemented.

Reverend Fore. I gave one illustration before you came in: about 18 months ago a proposal came in to increase the facilities for public radio stations in urban areas. Now, we have the National Grange and other groups, 4–H, and others in our organization that immediately raised the question "Well, are you sure your priorities are right, there are so many radio stations in the major markets, what about the small markets?"

Well, it was that kind of insight, representing a very broad diversity of viewpoint, that got them to turn around.

We had an ad hoc meeting and they are now funding the rural stations.

Senator Baker. May I infer from that illustration that you do feel generally that the Corporation is responsive?

Reverend Fore. Yes, sir. We feel they have been very responsive to us thus far.

Senator Baker. I take it you feel this is a useful and possibly a necessary function, this advisory function that you perform?

Reverend Fore. We think it is very important to the vitality and growth of public broadcasting. We feel that national organizations need to have this input.

Senator BAKER. And it has a significant opportunity for impact in the time when we are still formulating the broad dimensions and the outlines of public broadcasting.

Reverend FORE. Exactly.

Senator BAKER. I agree with you.

Reverend FORE. If I didn't feel that way, I wouldn't be here?

Senator BAKER. I commend you for your efforts, and I urge you to remain vital, and I am sure you will.

My concluding question is this:

Does your function in any way usurp or infringe upon the statutory responsibility of CPB?

Reverend FORE. Certainly not. Oh, no. It is quite clear where the buck stops and where the responsibility is, but we also feel that it is helpful, as long as they ask for it, and as long as they take it seriously, we feel our advice is useful.

Senator BAKER. Even if they don't ask for it, I think sometimes the best advice is that which is not sought. As long as we clearly understand that you intend to be a vigorous, active organization that is not a closed society, that you are going to actively solicit participation of diverse groups and have some policy of rotation of participants, as long as we are together on the idea that yours is an advisory role, and that the phrase the "buck stops here" applies to the Corporation for Public Broadcasting, that you do not visualize and imagine that you have in any way been given any of the jurisdictional and statutory responsibility of CPB, I think the relationship is a good one. Thank you.

Reverend FORE. We do, too.

Senator PASTORE. Mr. Fore, I don't want to belabor the subject, but the fact still remains that the promise of public television and its future depends upon public involvement, and here we have maybe, in order to clarify it, people who are not familiar with the list, because they keep using a number, and not names. But we are talking about the AFL–CIO, American Association of University Women, American Bar Association, the American Jewish Committee, the American Medical Association, Associated Councils of the Arts, Association of Junior Leagues, Boy Scouts of America, Council of State Governments, General Federal of Womens Clubs, Girl Scouts of America, League of Women Voters, National Association for the Advancement of Colored People, National Association of Counties, National Congress of Parents and Teachers, National Council of Churches of Christ, National Council of Negro Women, National Education Association, National Grange, National League of Cities, United States Conference of Mayors, National Legal Aid and Defender Association, National Recreation and Parks Association, National Urban League, National Wildlife Federation, Southern Baptist Conference, United States Catholic Conference, U.S. Jaycees, National Student Association, United Workers of America, Adult Education Association, American Association of School Administrators, and it goes on and on.

That is American, and the mere fact that we have these people interested and involved is imaginative. I hope they would continue this interest and I would hope they would have influence on the decisions being made, because this is the cross section of America, and when you put it all together you have the society of America.

That is the answer to public television, to interest the people of America in what we are trying to do. I have been asked time and time again what the goals and objectives are.

The goals and objectives are going to be what the American public wants, and America will never know what it wants unless it becomes interested in what is going on. I congratulate you for that one reason. I repeat again, that is the value of this council, the involvement of people.

Reverend FORE. Yes, sir.

Senator BAKER. In your usual way, the list does not go on and on. You read it all.

Senator PASTORE. All right, then, I had better take it up. American Bankers Association, American Institute of Architects, Citizens for Communication, or Center, Common Cause, Consumers Union, Council of AFL–CIO Unions for Scientific, Professional and Cultural Employees, Council of Better Business Bureaus, Joint Center for Political Studies, La Causa Comun——

The CHAIRMAN. What is that?

Reverend FORE. That is one of the three organizations currently asking for membership, and it represents a Puerto Rican-American group, a Spanish speaking group primarily in the Eastern United States. One of our problems is, you see, since we think these need to be national organizations, it happens that these Americans are not located all over the country, so we have a little question as to whether they will be members, but this may happen.

Senator BAKER. This list we are reading now is the liaison group.

Reverend FORE. Yes, sir.

The CHAIRMAN. Well, they are in it. That is the important thing.

Senator BAKER. They are now.

[The statement follows:]

STATEMENT OF REV. WILLIAM F. FORE

Mr. Chairman and members of the Subcommittee:

I appreciate the opportunity to appear before you today as Chairman of the Advisory Committee of National Organizations to the Corporation for Public Broadcasting. This Committee consists of the major voluntary, professional, religious and educational organizations in the nation; its purpose is to provide counsel to the CPB in matters of policy and programming. The Advisory Committee is currently made up of 35 organizations, reflecting such diverse interests and points of view as the AFL–CIO, American Medical Association, American Bar Association, General Federation of Women's Club, National Education Association, National Grange, National Urban League, and the Southern Baptist Convention. (A full list is attached.)

This report reflects the Advisory Committee's experience in observing the development of public broadcasting in general and in working with the President and staff of the CPB on a variety of specific projects. At the first Advisory Committee meeting in the fall of 1969, the national organizations participated in shaping the local television "town meetings," broadcast during the 1969 White House Conference on Food, Nutrition and Health. This effort demonstrated that by joining creative programming with citizen involvement, public broadcasting stations could provide a unique public service.

One year later, our Committee met with representatives of the Pittsburgh, Pennsylvania public television station WQED to review tentative plans for "The Turned On Crisis," a program designed to mobilize citizens to combat drug abuse. Over half of the Advisory Committee organizations played a major role in the production and utilization of this series in local communities, and this further demonstrated the way that public broadcasters can work with citizen leaders on such projects.

However, Mr. Chairman, I would not want to leave the impression that our Advisory Committee is involved only in implementing public broadcasting projects. As the Committee has matured, we have become active in dealing with basic policy issues which will affect public broadcasting in the future. Just last week, the Washington, D.C. public television station WETA asked the Advisory Committee to work with its production staff to identify topics of national priority for a new documentary series dealing with current issues. A Program Resources Inventory listing the major program priorities of the national organizations for 1973–75 will provide a basic source of information, and National Public Radio has also expressed interest in using this valuable resource.

The Advisory Committee to the CPB has also been instrumental in urging action to assure that cable television achieves its public service potential and is credited with actions leading to the formation of Public-Cable, now widely recognized as one of the most important national voices for the interest potential of cable.

On occasion, we have recommended a change of course in CPB planning. Last year, the Committee took issue with a CPB proposal to provide development funds for new or expanded public radio stations in major urban markets. Our concern for rural coverage prompted a re-examination and the CPB policy was revised to include communities of all sizes.

Early this year, through meetings with the CPB Board and its Programming Committee, the Advisory Committee expressed its firm resolution that *"no less than 20% of the programs carried on the interconnect should be devoted to what is ordinarily called 'public affairs'."*

Our involvement with Mr. Curtis, Mr. Loomis and other leaders of the Corporation for Public Broadcasting has convinced me that they are sincere in their commitment to have many voices represented in the policy and program decision-making of public broadcasting. Our committee is expanding in size and diversity, and the amount of time devoted to it by the delegates and their organizations continues to increase. *On July 21, 1972 the Board of Directors of the Corporation for Public Broadcasting officially designated the Advisory Committee of National Organizations as a formal advisory body to the CPB Board.* We believe that our advice is honestly sought after and is responsibly acted upon.

Mr. Chairman, it can be dangerous to speak with authority for one organization, much less 35 of the diverse nature represented on the Advisory Committee. However, specific actions taken at the Committee meeting on March 22 and other official actions of the last three years permit me to present specific Committee views on the present development of public broadcasting.

First, we are pleased by the continuous improvement in the quality and diversity of national programming offered to the American people by the CPB. Therefore, while we endorse the Corporation's commitment to provide significantly greater financial assistance to individual stations, we believe it would be irresponsible for public broadcasting to do this at the risk of reducing its present level of high quality national programming. At its March 22 meeting the Advisory Committee unanimously endorsed *a national simultaneous interconnected broadcast service as essential to the continued progress of public broadcasting.* At the same time, we continue to support the concept that the individual station is the bedrock of public broadcasting, and that local stations must remain free to determine their own programming schedules. The interconnect must remain a *resource* for the local station, and not become a *network* in the sense that that term is used in commercial broadcasting.

Second, we have come to realize the potential of public broadcasting, not only in fulfilling its present role, but in meeting many new opportunities with the aid of new technologies such as cable and satellite communications. However, we realize that to fulfill this potential, public broadcasting must receive sufficient funds to do the job. For this reason, *we believe that the concept of long range financing is absolutely essential*, both to allow for the kind of planning required to produce quality programming, and to assure that the future of this vital national resourcee is not compromised by political pressure or expediency.

Accordingly, I am pleased to report that *all delegates present at our Advisory Committee meeting on March 22, 1973 unanimously endorsed S. 1090.* We believe that this bill will provide a healthy and much needed first step toward long range financing for public broadcasting. In addition, I can report that *33 of 35 individual organizations represented on the Advisory Committee are now on record officially in support of the concept of long range financing for the Corporation for Public Broadcasting.* We specifically support three points put forward by the all-industry Long Range Financing Task Force.

(1) *There should be a single appropriation for both the CPB and station support.* A CPB formula for station grants has been endorsed by the public broadcasting community and should continue to be implemented under any long range financing legislation.

(2) *The administrative responsibility for expenditure of Federal funds appropriated to the CPB should be vested in the CPB.* We believe that this is clearly specified in the "Public Broadcasting Act of 1967."

(3) *Responsibility for decisions pertaining to the granting of CPB funds for the production and distribution of programs should remain with the Corporation through a proposal/review/approval procedure which is responsive to advice and recommendations from station representatives and the public and which reflects a partnership of decision making and responsibility.* Input to decision making at the CPB must include public groups, such as the Advisory Committee, as well as representatives of public broadcasting.

Third, the Advisory Committee is on record in *full support of the continuation of the Educational Broadcasting Facilities Program*, although it did not take a position as to what agency should implement the program.

I have had the opportunity to work with national organizations for many years, and I think that you can appreciate the significance of such a diverse group of organizations arriving at a consensus on such important issues as those under discussion here today. It is important to make clear that these positions were adopted by the Advisory Committee in good faith based on the understanding that at the earliest possible time, *the CPB Board will officially state its mission and goals for public broadcasting, with special clarification in the area of public affairs*, and that the entire public broadcasting community will have an opportunity to participate in the task of developing such a statement.

We have been encouraged by the progress of public broadcasting both nationally and in the state and local communities during the past four years. We congratulate you, Mr. Chairman, on your leadership in seeking to assure that this progress is sustained and accelerated. However, it is my own view that if we do not build on the momentum we have achieved, much of the contribution which could be made by public broadcasting in the future may be irretrievably lost. We trust that this Subcommittee, and ultimately the total Congress, will act promptly to protect and improve this vital national resource, by passing S. 1090 as a first step toward adequate long range financing for public broadcasting.

MEMBERS OF THE ADVISORY COMMITTEE OF NATIONAL ORGANIZATIONS TO CPB

AFL–CIO.
American Association of University Women.
American Bar Association.
American Council on Education.
American Jewish Committee.
American Medical Association.
Associated Councils of the Arts.
Association of Junior Leagues.
Boy Scouts of America.
Consumer Federation of America.
Council of State Governments.
General Federation of Women's Clubs.
Girl Scouts of the U.S.A.
League of Women Voters.
National Association for the Advancement of Colored People.
National Association of Counties.
National Audubon Society.
National Congress of Parents and Teachers.
National Council of Churches of Christ.
National Council of Negro Women.

National Council of Senior Citizens.
National Council of Women.
National Education Association.
National 4-H Foundation.
National Grange.
National League of Cities/U.S. Conference of Mayors.
National Legal Aid and Defender Association.
National Recreation and Park Association.
National Urban League.
National Wildlife Federation.
Southern Baptist Convention.
U.S. Catholic Conference.
U.S. Jaycees.
U.S. National Student Association.
United Auto Workers International Union.

LIAISON ORGANIZATIONS TO THE ADVISORY COMMITTEE

Adult Education Association.
American Association of School Administrators.
American Bankers Association.
American Federation of State, County and Municipal Employees.
American Institute of Architects.
Business Committee for the Arts, Inc.
Council of Chief State School Officers.
Center for a Voluntary Society.
Citizens Communications Center.
Common Cause.
Consumer's Union.
Council of AFL-CIO Unions for Scientific, Professional and Cultural Employees.
Council of Better Business Bureaus.
Joint Center for Political Studies.
La Causa Comun.
National Association for Public & Continuing Education.
National Center for Voluntary Action.
National Jewish Community Relations Advisory Council.
National University Extension Association.
National Urban Coalition.
Police Foundation.
Public Affairs Council.
United Nations Association of the U.S.A.
U.S. Chamber of Commerce.

SUBCOMMITTEES OF THE ADVISORY COMMITTEE

Adult Education:
    Chairman: Mrs. Pearl Price, National Congress of Parents and Teachers.
Community Outreach:
    Chairman: Mrs. Margo Tyler, National 4-H Foundation.
Membership and Nominations:
    Chairman: Father Patrick Sullivan, U.S. Catholic Conference.
Programming:
    Chairman: Ms. Alice Beeman, American Association of University Women.
Public Policy:
    Chairman: Hyman Bookbinder, American Jewish Committee.

Senator PASTORE. Our next witness is Mr. Curtis, station manager of WSJK in Knoxville, Tenn.

Senator BAKER. I am grateful to the committee for the invitation to Mr. Curtis to testify. Knoxville is my own city. Mr. Curtis manages a station there. I have had the privilege of appearing on his program and panel in local originations. I think he does an outstanding job.

Senator PASTORE. I merely want to say that a friend of Howard Baker is a friend of John Pastore.

Senator BAKER. What a great comfort that would be.

STATEMENT OF ERNEST A. CURTIS, JR., STATION MANAGER, STATION WSJK-TV, KNOXVILLE, TENN.

Mr. Curtis. I felt better knowing there were some more Southern Baptists here.

Senator Pastore. You may proceed, Mr. Curtis.

Mr. Curtis. Thank you, Mr. Chairman, and members of the subcommittee, for this opportunity to voice our strong support of S. 1090. In Tennessee, we operate a statewide video tape public television network consisting of five broadcast stations. Three of the stations are owned and operated by the Tennessee State Board of Education.

Our network provides public program services to about 85 percent of the State's population. At present, we are working on plans to improve facilities with additional stations and a microwave interconnect system. This will provide service to all Tennesseans and facilitate a more efficient exchange of programs among all stations.

We enjoy an excellent working relationship with the schools across the State, and our in-school programs are viewed on a regular basis by an estimated 75 percent of the school population.

Unfortunately because of this in-school demand, sufficient State and local funds are not available for adequate cultural, community service and public affairs programs on the local level. As a result, we are almost completely dependent upon the national interconnect system for these services.

We strongly urge increased financial support for local production to fill this gap—particularly because so much of what is produced by the national system is not relevant to our needs.

The Chairman. Mr. Curtis, I ask this because in my State the State legislature supplies the funds, say, for the first station, the big one, the University of Washington. Does the State legislature do the same for the Tennessee Board of Education?

Mr. Curtis. Yes, sir. We have three stations owned by the State, and there is an annual appropriation for all three of these stations. In addition to that, there is an appropriation to subsidize the community-owned station in Memphis, that is WKNO, and then the station in Nashville, WKDN is owned by the State, and it is owned by, I think, the Metropolitan Educational Council.

The Chairman. All right.

Mr. Curtis. Moreover, we find much of the content of these programs objectionable because of the emphasis on profanity, nudity and similar features. With all due respect for freedom of the arts, we sometimes feel that our living rooms have been rated "X"—and nobody even consulted us about it.

We support the concept of 2-year financing to permit an adequate planning and production cycle at both the national and local level. We also would like to point out that using facilities throughout the country for program production will not only result in a more diversified point of view but will cost less.

The Corporation for Public Broadcasting will get a better dollar value and the viewing audience will be more likely to watch programs which are not consistently tailored by the same people in the same areas with the same ideas.

We recommend that the national interconnection and the programs offered by the responsibility of the Corporation for Public Broadcasting. But we also strongly urge that program selections be made with the advice and consent of local television stations.

Senator BAKER. Mr. Curtis, on that point, there was some discussion on Wednesday about the fact that only 50 percent of the stations in the country have the facilities, such as video tape, to take programs off the interconnect and decide to use them or not use them at sometime other than the time they are transmitted over the interconnect.

Are the five stations in Tennessee equipped with those facilities?

Mr. CURTIS. We are in pretty good position video tape wise. We have four in the Knoxville studio, and I expect that Nashville and Memphis are equally well equipped.

Mr. Alley of Chattanooga is down there.

Senator BAKER. If Mr. Alley would stand up, he is associated with the Chattanooga station.

Senator PASTORE. Do you have the equipment, sir?

Mr. ALLEY. We have three tape machines.

Senator PASTORE. Do you find that to be adequate?

Mr. ALLEY. No, sir. We need at least two more.

Senator BAKER. The point is, if you really want the flexibility that you speak of, Mr. Curtis, and that we heard testimony about on Wednesday, you need more physical plant in terms of equipment?

Mr. CURTIS. That is right.

Senator BAKER. Is there anything beside VTR equipment?

Mr. CURTIS. We currently have an application for color cameras, because our station is the only one in the State without color cameras.

Senator BAKER. That hardly seems fair. Especially since that is the one I have watched.

Mr. CURTIS. Mr. Alley does not have the color cameras working. He has a grant for that now in Chattanooga.

Senator BAKER. But you do feel that investment and further physical plant is necessary for you to have the flexibility to pick and choose from the interconnect in order to construct your schedules according to your requirements?

Mr. CURTIS. I do.

Senator BAKER. Would you continue, then?

Mr. CURTIS. The educational TV facilities program has been extremely helpful in providing matching funds for construction of facilities and we urge continuation of this program.

To sum it up—we offer strong support of Senate bill No. 1090 which provides for both 2-year financing and increased local station support.

This was prepared with the help of Mr. Carmichael of the Tennessee Board of Education and it has his approval. We had a Sesame Street cast in Knoxville last week for two performances at the University of Tennessee, and we had a sellout crowd. It was free, of course, but we were real pleased to have a sellout crowd for two performances and we had a little over 26,000 kids.

The CHAIRMAN. I just want one quick question. When we started out with educational TV and I happen to know the Alabama people, it covered the entire State. They were pioneers in some of this. They gave course credits in some cases. Do you do that because you are operated by the Tennessee Board of Education?

I mean language programs; would the school give a credit for it?

Mr. CURTIS. Yes, sir. We have an in-school committee made up of representatives from each of the school systems that we serve, and this committee meets in the spring each year and they have input as to the type of programs, and I am talking about in-school programs that we need for the following year.

Then they give us a list of people that they think would be good for the on-camera talent to teach these courses, and of course, when we get the time from any school system, we do credit their teacher or their system.

The CHAIRMAN. I thought that was one of the finest things we started out to do. Because you talk about adult education and they gave credit for it at the University of Alabama.

That was the focal point.

Mr. CURTIS. I missed the point of your question entirely. I am sorry. We do that. At the University of Tennessee at Knoxville now, we are giving through the School of Continuing Education credit courses for the freshman English, freshman mathematics, and starting this fall it will be televised into the high schools, senior class study halls and they will be able to take their freshman college English and math.

The CHAIRMAN. That brings the legislature into the act a little better, too. They won't be so skimpy with you, then, like they are in my State, too.

Mr. CURTIS. We have one of the finest in-school programs I suppose anywhere in the country. I don't say that lightly. We have enough correspondence and whatnot with other States across the country to really be proud of our own in Tennessee.

Senator BAKER. Thank you, Mr. Chairman. I do have a few other questions. Shall I do that now?

Senator PASTORE. Yes. Proceed. I have no questions. I leave Mr. Curtis to you exclusively.

Senator BAKER. I will probably negotiate a mutual assistance pact.

At the outset in these hearings I indicated my support for the concept of public broadcasting, the operations involved, and for the necessity for planning beyond a brief time, up to and including 2 years or even more, if we can devise the right way to do it.

But also throughout these hearings I have expressed certain fears and concerns. I don't mean to put you on the spot as a Tennesseean or give you stature as any sort of special witness, but I am going to run by you a few questions that are of concern to me and ask you to relate them to your experience.

One of the allegations that is made from time to time and one of the speculations in which this committee indulges from time to time is that there is a real or imaginary effort to create a fourth TV network.

The opposing concepts seem to be that the interconnect, in fact, would become not only a physical device for transmitting program material to the several stations around the country, but also it would become of necessity a programing device itself by reason of the time and so forth.

You do a good bit of local origination.

Mr. CURTIS. Yes, sir. We do.

Senator BAKER. You are equipped better than most, I believe, with video recording equipment. Do you have any comment to make about whether we are drafting in the direction of a fourth TV network, or we are receding from it?

Mr. CURTIS. I don't think we are receding from it. I know by the Carnegie Commission we are prohibited from being a network, but I happen to be one of those who is not too concerned with labels.

I think the only real difference between PBS and the three commercial networks is the fact that when you sign up as an affiliate of ABC, CBS, or NBC you are obligated to carry so many hours of their programing each week or each day.

Senator PASTORE. But you are a captive during those prime hours.

Mr. CURTIS. Yes. You have to guarantee them so many hours a night. The reason is that they make group sales to the big advertisers across the country.

Senator BAKER. There is no corresponding requirement on your part?

Mr. CURTIS. No.

Senator BAKER. Is there any equivalent pressure to make you do that?

Mr. CURTIS. No, I don't think so. The only pressures we would receive, for instance, are to continue a series. We got the Elizabeth R series last year, which was a good series. We sent out mailers to school systems that participate in our in-school programing, plus we had advertising in the newspapers, some of it free and some of it paid for, about this particular series.

But the third program in the series included a nude scene, and I don't mean it was a casual passing nude scene. The Duke was in bed with his concubine and she decided to leave and turned around and faced the cameras and we had to cut that. There was no way we could carry that. We have a Tennessee State law that says we cannot show nudity, and we cannot engage in profanity on the airwaves. So we had to put up a slide.

It put us in a very difficult position. We had all the sophomores in all the high schools in the eastern Tennessee area watching, and I suppose the rest of the State, too. At the same time we got all sorts of criticism and were accused of censorship, and we were guilty of censorship. But you have to comply with the State law. And what I am really saying—I guess I am putting the cow down the long trail—but when we get involved in a series like this, and it was a good series, there is no question about it, it was good for the sophomores in the high schools, it was a real addition to the educational process but the problem was with the second or third program, and I think it was the third program. So without any prior warning, just 3 or 4 days, well, we were trapped and had to continue the series.

Senator BAKER. While there is no compulsion to carry the interconnect material, you have no input on it?

Mr. CURTIS. You are obligated to carry the series. You start a series of six programs and you will carry them all. From that standpoint, you are compelled to carry it.

We had a beautiful ballet a few weeks ago. The problem with it was it was performed in nudity, and we can't carry that. And every time there is a program on like that, we feel like we are not getting our share of the taxpayers' dollars going into public broadcasting. We feel like our people are getting cheated when programs are being funded by CPB and carried on the interconnect that can't be seen in Tennessee.

I don't know where these types of programs can be seen. I think it would be interesting sometime to see a list of States that do allow nudity on the screen. I don't believe Tennessee is the last place in the world you can't see that.

Senator BAKER. At least on TV.

Appropriate to your remarks on program content, could you agree with Mr. Rogers' comments on program content?

Mr. CURTIS. We have not had input into Mr. Rogers' group at all. Before I got to Washington I did not know Mr. Rogers' group had reached the point of formulation that it had. I know during some of the talks yesterday at the Shoreham Hotel they referred a couple of times to "Mr. Rogers' board" so I guess we are getting closer to Mr. Rogers' group now.

Senator BAKER. "Mr. Rogers' Neighborhood"?

Mr. CURTIS. For adults now. I guess if we had known that we would probably have had more input into it. Our Board Chairman was invited to go to meetings. The truth is that we are not too concerned with the mechanics of the interconnection. We are concerned with the programing and the administrative end of PBS or the new organization. We are certainly concerned with CPB community support grants. However, we have, for the most part, dealt pretty much directly with the Corporation and have very few problems in that area, and in our statement we point out that we support the Corporation running the interconnect.

Senator BAKER. In that respect, I recall yesterday that Mr. Rogers indicated something to the effect that scheduling on a particular station essentially couldn't be separated from the scheduling of the interconnect. I wasn't here when he testified, but that was the information that I had from the testimony yesterday.

If you had the appropriate VTR, video tape recording equipment, and personnel, is it in your view essential that the scheduling of the interconnection be the dominant influence on scheduling?

Mr. CURTIS. I wouldn't think so. What we do now with the original "Mr. Roger's Neighborhood." is we record it early, and we play it twice during the day, and the same with "Sesame Street."

We do quite a bit of this, and we do juggle the nighttime schedule around considerably, too.

Senator BAKER. In the final analysis, Mr. Curtis, as you take material from the interconnect, as you may have material that is bicycled around—that is, delivered by mail or otherwise—who finally in your organization is responsible for selection of programs and for the requirement for balance and objectivity, if there is such a continuing requirement? Who has that responsibility, the Board, the station manager, who has it?

Mr. CURTIS. The Tennessee board has the final responsibility. I will say that for the most part I make the decisions, and there has been a time or two that I have made borderline decisions, and I have found out that the Tennessee State Board of Education is, in fact, the boss.

Senator BAKER. That is a healthy attitude. Have you originated any programs that have gone outside of Tennessee?

Mr. Curtis. We have one, "Louder, I Can't Hear You." It is a noise pollution program. It was originally scheduled to air in January, and it was 90 minutes, and they could clear only 60 minutes for it. We are editing it now from 90 minutes to 60 minutes, and I assume it will be rescheduled this spring now. It was scheduled for January 24.

What really happened, it came out on PBS schedule, and I said it was a 90-minute show, and they only had an hour's spot. Somehow or other, we got the wrong time.

Senator Baker. What did it cost to produce that 90-minute film?

Mr. Curtis. I think it was $18,000. That is one of the things that I mention in my earlier statement about diversification of production. Not only would it give the people in Tennessee and across the Nation an opportunity to produce programs, but we can produce the programs considerably cheaper than some of the programs produced by the national production centers.

Senator Baker. Do you think there is a general willingness or indeed an ambition on the part of licensees in Tennessee to originate more material?

Mr. Curtis. I am sure there is. It is only in the last 24 months to 3 years that we have really gained the staffs with the expertise to really carry off a national production.

Senator Baker. We are on the threshold, then, of having the ability to produce material for an interconnect. If we are on the threshold of doing that, how would you suggest to this committee that we encourage it? How would you suggest that we set up the mechanism to make sure that the availability, or even the existence, of this material is widely known?

Mr. Curtis. The Corporation has set aside, and Mr. Loomis was in the room earlier, and if this is in error, he can holler at me. I believe they set aside an $800,000 fund, and I presume, although I haven't talked to anybody about the mechanics of this, that this is for pilot programs. So I presume that stations from all across the country will be able to send in program proposals. I do not know who will evaluate them or who evaluates what comes in now. That might be a good question for somebody to answer.

Out of this $800,000, I think there will be considerable opportunity for stations across the country in all the markets to present programs, types of materials they would like to get a program on, and a shooting script; and I do not know who would have the final say-so, but they could be awarded contracts.

Senator Baker. What about the advisory committee, or the Rogers' group? Would they be helpful in that respect?

Mr. Curtis. I think they could be helpful. I plead a little ignorance here. I do not know that much about the Rogers' group. We did not participate in those meetings. I guess somehow we missed the signals on what a big factor it was going to become in public broadcasting.

I watched Mr. Rogers last night on the replay, and I could not help but think at the time, "I am going to have to sit at this desk tomorrow, and this is going to be in reverse tomorrow."

Senator Baker. You are doing fine, Mr. Curtis. You have not, as I believe you put it, you have not put the cow down the long trail.

I want to ask you an unfair question. My colleagues on this committee have long since gotten used to that, and I no longer apologize to them for it. I sometimes do apologize to witnesses.

In summation and finding, in your capacity as a station manager, with an intimate familiarity with the growth and evolution of public broadcasting, with the benefit of the testimony you have heard this week, and I understand you have been here all week, and based on your own understanding and information, your vision of the future, what one thing would be recommended to this committee that we ought to undertake with greatest dispatch to provide for the type of television that you would want us to have?

Senator Pastore. Would you make that two things?

Mr. Curtis. I would say it would be hard to make it one thing. I think probably the first in our mind would be better facilities immediately. I think we would need more input into programing, and I in fact think that the local stations across the country need to be more involved in this programing, and I mean produced locally and carried on interconnection for national distribution.

Senator Baker. Wouldn't that mean more money?

Mr. Curtis. It will, without saying, it will.

Senator Baker. With facilities, there would be an opportunity to participate in the construction of program format.

Mr. Curtis. In the past, we have had many good programs, and anything I have said that would indicate differently, let me back up on it. We have had many good programs. The problem is that in the past, for the most part, they have been produced in five or six locations, and this really does not give you a well rounded view of America. I know that everybody, of course, is not as interested in Tennessee as you and I are, but at the same time, we have things to say, and they are good things, and just because they help make up this United States, they are good things, and the same thing is true, of course, of the west coast or up in Boston, or wherever; but, you know, if you are living in one part of this United States, you do not really know, about other parts unless, of course, you get to travel.

We get to see more of the country than the average person. I would say, salesmen and people who travel for a living get to really know the entire United States. But there are people in Tennessee that would, if they ever hit New York City, they would starve to death trying to figure out how to order a ham sandwich.

Senator Pastore. I doubt that. Knowing you and Howard Baker, I doubt that. Don't you think the best way to achieve the goal is to give better advice to the legal people?

Mr. Curtis. Yes.

Senator Pastore. I think that is where we have the crunch. I do not think the dictation ought to come so strongly from Washington. I think the best way to do it, as you have stated, is to give people like you more of a voice in what your constituency might like, and that is the way you do it. You cannot naturally please everyone.

In the past, the thing has been unequal. Let the big city boys do it; they have the money, power, and influence. Well, when you get to public television, that ought not to be the measure. We ought to have the small segments of our society come into the arena of public television. Men like you who speak for a small community and know the needs and the wants and the desires and the ambitions of those people. They are in a lot better position to state that than I might be, coming from maybe a larger place.

You have got to listen more to the local management and the local board of trustees in order to achieve this panoramic satisfaction that we are trying to achieve.

We will never have perfection, but we ought to strive to get it, and I think you have been an excellent witness.

Mr. CURTIS. Thank you. I appreciate that very much.

Senator PASTORE. If you want to establish a residence in Rhode Island, if you vote Democratic, you are welcome to come.

Mr. CURTIS. I guess this is the point in the questioning that I say, "no comment."

Senator BAKER. I think the witness has been excellent, and we will keep in mind his advice.

Once again, thank you, Mr. Curtis. We were glad to have you.

Mr. CURTIS. Thank you for the opportunity.

Senator PASTORE. Is Mr. Gregory Knox here?

STATEMENT OF GREGORY KNOX, THE NETWORK PROJECT, COLUMBIA UNIVERSITY, NEW YORK; ACCOMPANIED BY ANDREW HOROWITZ

Mr. KNOX. Yes, sir.

Senator PASTORE. Mr. Knox, you have a written statement, you may present it any way you choose. Let me tell you that we welcome you here.

Mr. KNOX. Thank you very much.

Senator PASTORE. Put the microphone a little closer to you so everyone in the room can hear what you have to say.

Will someone loosen up the cord? Now you have enough cord.

Mr. KNOX. Mr. Chairman and members of the Senate Commerce Committee; my name is Gregory Knox and I am a member of the network project of New York City; with me is Andrew Horowitz, also a member of the project. The network project brings to these hearings the same concerns it has already expressed in earlier congressional testimony,[1] in publications of research on public broadcasting,[2] in its series of radio documentary productions,[3] and in litigation currently before the New York Federal District Court.[4] Our concerns have not been original, nor has the network project been the only party to articulate them. They have surfaced on the pages of the

---

[1] See "Statement of The Network Project," in Financing for Public Broadcasting—1972, Hearings before the Subcommittee on Communications and Power of the Committee on Interstate and Foreign Commerce, U.S. House of Representatives, 92d Congress, second sess., Feb. 1–3, 1972 (Washington: U.S.G.P.O., serial No. 92–62), p. 350. See also, "Statement of * * * The Network Project," in Nominations—1972, Hearing before the Committee on Commerce, U.S. Senate, 92d Congress, second sess., June 13, 1972 (loc. cit., serial No. 92–59), pp. 18–30.

[2] See The Fourth Network, New York: The Network Project, December 1971. See also, "Public TV: The Public Be Damned," in The Nation (magazine: New York), vol. 214, No. 11, March 13, 1972, pp. 329–332.

[3] See "The Government Network," (Feedback No. 3), produced by The Network Project, aired December 1971; distributed for broadcast by The Pacifica Distribution Service (Berkeley), for personal use by Radio Free People (New York). Transcript published in *Performance* (magazine: New York), vol. 1, No. 4, September 1972, pp. 124–134.

[4] See *"The Network Project, et al. v. The Corporation for Public Broadcasting and the Public Broadcasting Service,* 71 Civ. 5575 (F.D.N.Y.), filed December 1971.

National Review and the TV Guide, the Los Angeles Times and the New York Daily News; they are summarized by the term "government network."

This committee currently has before it for consideration two bills, S. 1090 and S. 1228, which propose extensions of funding for the Corporation for Public Broadcasting. Funding is, to be sure, an important area of Congressional enquiry; yet in the present context, the issue only obfuscates and at the same time perpetuates much more fundamental problems in public broadcasting which demand this committee's immediate attention. To respond to social problems by applying millions of dollars in their general direction may be a traditional form of governmental action, but it has hardly had encouraging successes either domestically or abroad.

The irony of millions of dollars and the latest technology, but little freedom to use them for unrestricted communication, has not been lost on public broadcasting. Many who are close to the system, or in it, have stressed the importance of insulating, rather than merely extending, congressional appropriations: of separating finance from programing, and eliminating economic constraints on a producer's freedoms, constraints which new plague the fourth network. Money and machines are no longer major problems. The result of the Senate's concentration on them, combined with its apparent lack of concern for the undemocratic (indeed, repressive) structure and operation of the public broadcasting system, has been the creation of still another American monolith, in this case, a paradoxical one: a public broadcasting system at once impervious to the public and unresponsive to public needs.

The Corporation for Public Broadcasting, I hasten to clarify, is neither impervious nor unresponsive to political interference and domination. A year ago last February, the network project submitted testimony to the House Subcommittee on Communications and Power to the effect that continued funding of the Corporation for Public Broadcasting within a framework which allows control over program selection, acquisition, or production to the funding agent, could severely jeopardize freedom of expression, not just for individual producers and artists, but for the broadcasting system as a whole. The recent decision by the Corporation's Board of Directors to suppress most public affairs—and virtually all documentary—programing is evidence enough of that warning's validity.

Last June, the network project questioned this committee's automatic approval of Presidential appointments to the Corporation's board of directors, on the grounds that such appointments constituted significant political control over a broadcasting system meant to be public. The project's request that this committee withhold its consent pending a full-scale inquiry into political interference in public broadcasting was ignored. Consequently, we have seen full-scale political interference in public broadcasting.

The most recent [5] in the network project's series of publications documents the role of the White House Office of Telecommunications Policy (OTP) in engineering the subservience of public broadcasting to the executive branch. A copy of that publication has been made available to you.

---

[5] See OTP, (Notebook No. 4) New York: the Network Project, April 1973.

Senator PASTORE. We have a copy.

Mr. KNOX. I will merely remind you that we have seen political influence manifest in the Corporation for Public Broadcasting by the conversion of its executives and officers following the board's realinement last June. We have seen political censorship of programing, ranging from the cancellation of segments and programs (that is, "The Politics and Humor of Woody Allen") to the recent cancellation of entire series of programs; and we have seen political control extended throughout the entire system. In November 1972, the Corporation bypassed its own networking subsidiary, the Public Broadcasting Service (PBS) to offer local stations 21 hours of Apollo–17 coverage supplied by NASA; on January 10 of the current year, the board (I quote from a CPB press-release), "* * * adopted a policy expanding their access to virtually every stage of CPB decisionmaking."[6] At its meeting that day, the CPB board assumed certain program-related functions, including (and I quote from the board's resolution):

> (a) the decision-making process, and ultimate responsibility for decisions, on program production support or acquisition; and
>
> (b) the prebroadcast acceptance and post-broadcast review of . . . programs or series of programs of a controversial nature.[7]

Because the Corporation for Public Broadcasting was created by the Government through the Public Broadcasting Act of 1967, is funded by the Government (last year's appropriation comprised 85 percent of the Corporation's income[8]), and is directed by Government appointees who in turn select the system's executives, public broadcasting has been called a "Government network."

By denotation, that term is correct; yet with its connotations of propaganda and control, "Government network" is a term which the network project has been reluctant to apply to noncommercial broadcasting. Following our recent acquisition of a report[9] prepared in 1971 for the President's Domestic Council, we must now abandon such reluctance. "Public broadcasting service" may soon become more of a misnomer than it already is; and the fourth network may soon become a highly centralized Government distribution system with quite limited objectives.

The study was transmitted by the Director (Mr. Albert Horley) of the HEW Office of Telecommunications Policy to the Assistant Director (Dr. Walter Hinchmann, now Director of the FCC Office of Policy and Planning) of the White House Office of Telecommunications Policy. It explains the administration's plan for the Corporation for Public Broadcasting and PBS in considerable detail:

By 1980, service requirements are expanded to 10 full-time [satellite] channels and one assembly channel. It is desired to provide regional distribution in addition to Conus [continental United States] coverage. Programing which will be provided are: ITV, ETV (2 channels), high school equivalency (3 channels), University of the Air (5 channels), and children's programing (2 channels).[10]

---

[6] "CPB Board Revises Relationship with PBS," in Corporation for Public Broadcasting News (press release), Washington, Jan. 11, 1973, p. 2.

[7] "Resolution of the Board of Directors, The Corporation for Public Broadcasting, Adopted at its Regular Meeting, Owings Mills, Maryland," The Corporation for Public Broadcasting, Jan. 10, 1973, p. 1.

[8] "Public Broadcasting Act of 1972," Report No. 92–979, U.S. House of Representatives, 92d Cong., 2d sess., Apr. 11, 1972 (Washington: U.S.G.P.O.), p. 11.

[9] Communications for Social Needs: Technological Opportunities, A Study for the President's Domestic Council: Final Report, (prepared by NASA), Sept. 24, 1971. See also, Communications for Social Needs: Technological Opportunities and Educational/Cultural, (Draft/Outline), Aug. 7, 1971. Documents are classified "administratively confidential."

The system will provide for "education" from birth to adulthood, starting with the use of "crib or ceiling mounted one-channel closed circuit TV," [11] for infants aged 0–36 months, and Sesame Street-type programs for all age groups, with the purpose (among others) of "Laying the attitudinal groundwork for the kind of flexible, paracultural citizens many have predicted will be needed for the 21st century." [12] Television will not be the only useful broadcast medium:

> Conventional radio could be applied readily both to parent education and dissemination of early childhood innovations. A major advantage to its application is the fact that a large number of adults are a "captive" audience as they commute to and from places of work and as they engage in activities in the home.[13]

The report realistically indicates "uncertainties" which might impede the system's implementation: first on the list is "acceptance of Federal leadership in moral and ethical education for pre-schoolers." [14] The report was prepared, in part, to meet criteria set forth in a memorandum from Mr. John Ehrlichman.

You may recall that in his testimony to the House Subcommittee on Communications and Power last year, the Director of the White House Office of Telecommunications Policy referred to what has been known as public television since 1967 by its earlier name, "educational television." This could hardly have been fanciful, given what we now know of Executive, NASA, HEW, and, indeed, Corporation for Public Broadcasting (which participated in preparation of the Domestic Council report) plans to make first amendment rights irrelevant to a broadcasting system in which public affairs programing is already being replaced by less controversial, "instructional" fare.

The Corporation has already taken for its President the former Deputy Director of the American International Propaganda Agency; it has already begun to conduct its affairs (e.g. negotiations with PBS) in sessions closed to the press and the public.[15] In short, public broadcasting has rapidly come to a point where the public's only role is as consumer of preselected, carefully packaged, highly controlled Government programing.

Let us return now to the issue of funding. The network project doubts there are many taxpayers, particularly at this time of year, who wish to contribute financially to the development of a government network. Nor, we assume, would the Senate wish to abet the formation of such a system.

Last June, we requested that this committee pause and consider in depth the consequence of its activity, or inactivity, in the area of Public Broadcasting. Once again, we request this committee to pause and consider in depth the consequence of its activity, or inactivity, in the area of Public Broadcasting. To proceed with consolidation of the autocracy that "Public Broadcasting" has become, with the fiscal support of a public which is unserved and excluded, is hardly just; for it is precisely that public which ultimately has the most to gain or lose. The price Congress will pay for its indifference is merely millions; the public's cost might well be calculated in terms of democratic survival.

---

[10] Communications for Social Needs: Technological Opportunities, (Draft/Outline), *op. cit. supra* n. 9, pp. V–48, V–49.

[11] Communications for Social Needs: Educational/Cultural, (Draft/Outline), *op. cit. supra* n. 9, p. 17.

[12] *Ibid.*, p. 9.

[13] *Ibid.*, p. 28.

[14] *Ibid.*, p. 34.

[15] "Progress Reported in Public Television Talks," the Public Broadcasting Service (press release), Feb. 9, 1973, p. 2.

Senator PASTORE. First of all, I want to thank you for coming and for a very well put together statement.

Don't you think that much of the answer to the problem that you are concerned with lies in giving a local board of trustees and managers greater voice in what goes on and how it goes on?

Mr. KNOX. Well, I don't——

Senator PASTORE. I gather from your statement that your concern is in centralization.

Mr. KNOX. That's correct.

Senator PASTORE. And the distribution of the programs that are put together in this pivot of centralization; isn't that more or less your chief concern?

Mr. KNOX. The distribution of what? I didn't hear you.

Senator PASTORE. In other words, dissemination of programs through a central body on a "take it or leave it" basis. You would rather have some of these decisions with greater voice from the people on the ground floor?

Mr. KNOX. Yes. The boards of directors of some of the local stations are very unrepresentative.

Senator PASTORE. Could you be a little more specific about that? Many of these boards are regents. How about Columbia University? Are they involved at all in public broadcasting?

Mr. KNOX. I believe the only involvement is that the president of the university is a member of a national PTV council.

Senator PASTORE. Is he unrepresentative?

Mr. KNOX. He is unrepresentative of Morningside Heights.

Senator PASTORE. Say that again.

Mr. KNOX. He is definitely unrepresentative of the community.

Senator PASTORE. You mean an educator at Columbia is unqualified?

Mr. KNOX. Columbia University is located virtually in the midst of what is considered one of the worst slums in the United States; namely, Harlem. I would hardly consider William McGill, who is an educated man and a quite wealthy man, to be representative of that community. He may be representative of a particular community.

Senator PASTORE. My experience has been that many of these boards of trustees are made up of a cross-section that doesn't work out in every instance, I grant you that. But there has been an interest in becoming involved.

You can't scoop these fellows up by the nape of the neck and say, "You are going to be on the board of trustees."

No. 1, you have to be invited, and No. 2, you have to have a willingness to serve.

I find in many cases there is a cross-section. It is not pleasing to all, but how else would you do it? Who else is going to say who is representative?

Mr. KNOX. If I may, I would like to read a statement of Mr. Av Westin, former executive director of the Public Broadcasting Laboratories.

Senator PASTORE. What does he say?

Mr. KNOX. This is a memorandum to John W. Macy. Mr. Westin said, "Most public television, educational television, stations are governed by board of directors representing the more 'substantial' elements in that community; bankers, insurance executives and corporate officials constitute a good source of revenue and fund-raising. These people tend to be conservative, middle class, white, and older. In some States they are political appointees or university officials. They are not the long-haired kids, the blacks, or the political radicals, and what is worse, they are not likely to be too tolerant of nonconformists."

I would like to add to that the finding of the report by the American Civil Liberties Union, a report done by Mr. Fred Powledge who explained—who discussed—the issue of localism by saying, "the purported bedrock of localism that would remain once national coverage was gone would actually be a bedrock of conservatism. Given the local stations' general levels of competence and their close ties to such fundamentally conservative institutions as State governments, State Boards of Education and individuals who are at least as much a part of the local establishment as those who direct commercial television affiliates."

I think that this indeed indicates one of the major flaws with the strategy that Mr. Rogers presented.

Senator PASTORE. I understand your point.

Mr. KNOX. It seems to me that the Public Broadcasting Service should be controlled by the people in the communities that it pretends to serve.

Senator PASTORE. Isn't it ironic that most of the complaints, particularly through Mr. Whitehead, have been that the programs have been much, much too liberal? For that reason they should have been removed. They cite such things as Bill Moyers and so on and so on. Your argument is that the Board is too conservative.

Mr. KNOX. Not only is Bill Moyers removed, but Bill Buckley is removed as well.

Senator PASTORE. That is right.

Mr. KNOX. That certainly does not answer the diversity requirement.

Senator PASTORE. No; but Mr. Buchanan on the Cavett Show, he said, "Well, that was only a fig leaf." That is what he said.

Mr. KNOX. It seems that Mr. Whitehead's intentions are rather specialized.

Senator PASTORE. Let me leave it this way. Whether or not we who are a little older than you agree on all fours, I think it is a great thing for this institution, when young people like you will travel to Washington at their own expense to make their feelings known. It ought not to be repressed or suppressed. It ought to be encouraged. And you ought to make your position known because I think in the long run the more you insist and the more you argue, well, the more you are apt to change the course of history, and youth has a boldness that should be inspired and should be respected, and should be listened to.

I repeat again, whether I agree with you is apart from the question, but I always want you to have the right to come here and say it any way you want to say it.

I want to thank you for coming.

Mr. Knox. Thank you.

Senator Pastore. Do you want to say anything, Mr. Horowitz?

Mr. Horowitz. I might say one word to that. I wonder if you might comment with respect to the request that we have made. We have asked the committee to consider in depth, an in-depth investigation of the concerns that we express here today as well as in the publication that I think you have copies of. That is what we think is a very fundamental concern here, the control of national programing.

There has been every indication in the last year and a half that the current administration, I guess by accident, somewhat of an accident, that we have this administration rather than another one, but I think we should take a close look at the way this office has been operating vis-a-vis public television, and I think that is perhaps a more fundamental question to ask or at least any issue to be addressed other than the one of continued authorization of funding.

Senator Pastore. The point is have you been here for this last 2 days?

Mr. Horowitz. No. We have not.

Senator Pastore. Have you listened to this over the radio or television?

Mr. Horowitz. We have heard portions of it over the television.

Senator Pastore. That is what we have tried to do. We haven't only talked about the bill and the authorization, we have talked about a lot of things.

My opening statement was "Tell us where we have been, tell us where we are and tell us where we are going."

We are going to take this under advisement and that is what we are trying to do. We are trying to find the answers to these questions, especially those you have raised, whether or not there is too much centralization, whether or not there ought to be changes made, and how do we do it. That is what we have to struggle with, and we will.

Thank you very much.

If I were marking your paper, I would give you A+.

Let me ask you a question: Do you listen to your parents?

Mr. Knox. Excuse me?

Senator Pastore. Do you listen to your parents?

Mr. Knox. Sure.

Senator Pastore. Keep on listening, even if you disagree. When you get a little older, you are going to find out they are not that wrong.

Mr. Knox. I think the question is not do I listen to them, but do I do what they tell me.

Senator Pastore. I hope they don't tell you what to do.

Mr. Knox. There is a difference.

Mr. Horowitz. We would like to emphasize something we talked about in the testimony, and that is with respect to the Domestic Council report that I came across. We do not understand its precise meaning by any means. To us, it indicates a series of maneuvers and a type of thinking in the administration that most people in the public, most people in Congress, are not aware of. I wonder if these kinds of reports that are made available, or at least come into the hands of Members of Congress, shouldn't be investigated in more detail. This is a very serious—the presumptions and assumptions in that program. I feel, and the Project feel, are very serious.

Senator Pastore. The Congress of the United States is investigating every day. The only trouble is that sometimes people feel unless you investigate it and reach the conclusions they have you haven't investigated at all. After all, I tell you very frankly, I have no ax to grind. I was very much interested in this whole project. As a matter of fact, when it came before the committee the first time, I was the manager of this legislation on the floor.

It was in such a state at the time, public broadcasting was, that unless they had Federal help, they couldn't get off the ground. Maybe someday you will separate the operation of public broadcasting from the appropriation process, but after all, we do have a responsibility to the citizens and taxpayers of this country, and under the law we can't censor. Under the law——

Mr. Horowitz. I don't think I am asking that at all.

Senator Pastore. You are talking about investigation. You talk about the fact that many problems arise and these matters are not being investigated.

Mr. Horowitz. I am talking about a problem we all share, one of ignorance. We do not understand precisely what is taking place day in and day out in the oval office. One only has to read the paper to get an indication of that, and it is sort of incumbent upon the people represented here and whom you represent, to ask these questions. We heard over the radio that such a report was available. We had to track it down. But we see no attempt on the part of anybody in Congress thus far to really investigate this matter. It relates directly to public broadcasting, and to the question of domestic satellites, which the project has participated in. It raises a number of serious questions that I don't see being asked or dealt with anywhere. We have raised it here.

Senator Pastore. What is the report you are talking about?

Mr. Knox. The report that was prepared for the President's Domestic Council.

Mr. Horowitz. It was prepared by two agencies, NASA and HEW, and dealt with constructing a nationwide integrated, multiintegrated telecommunication apparatus which would include a variety of telecommunications, techniques, satellites, cable, and it also included a number of servies that would be integrated and centralized within this apparatus.

Senator Pastore. In due time, I would assume that would be investigated thoroughly.

Mr. Knox. In fact, the satellite system has already been authorized by the FCC last June 16.

Senator Pastore. I know. They have made that competitive.

Mr. Horowitz. They made it competitive, but they made it impossible for any member of the public to have any say on how that system could be used.

Senator Pastore. They haven't gotten to that point. Now you are talking about operations.

Mr. HOROWITZ. We are talking about the policy itself. It said any financially qualified entity can establish satellites for its own use.

Senator PASTORE. Life is filled with frustration. As a matter of fact, I have been asking for years of the administration to give us a definite policy on domestic communications via satellites. We have been waiting for an international policy for a long, long time. Finally they came up with this idea that anybody who can afford to shoot one up is privileged to do it if he can get the license, and that has been going on. You would be surprised, even where I sit, I have to contend with many frustrations, too. But we all keep struggling, and we try, as I said before, to perfect it as best as we can. If you don't get it today, you keep on talking and keep on making your voice heard, and maybe it will come tomorrow. I mean that is life. I am not being critical of you, and I am merely saying that everything is not done in a day. Now, this report was made some time ago, and I tell you very frankly, when I take a good look at it, I know I am not going to be satisfied with everything in it, and I am going to fight like the dickens to do it the way I think it should be done.

On the other hand, of course, I have to deal with a lot of other opinions and a lot of other personalities and a lot of other people.

Mr. HOROWITZ. I wish you would consider that report and look at it.

Senator PASTORE. I have been sitting here 3 days in this terrible heat, and we try to get it together, all the pros and cons, and we meet as a subcommittee and discuss this. After that we have to go before the full committee, and I hope that whatever comes out will be good for the people of this country.

Now, you people keep saying a fourth network. It was never intended that this would be, that it should be. This is not a fourth network in the same context as ABC, CBS, and NBC. The reason the word is being used is that we have to have interconnection, and you understand why we have to have interconnection.

If you take Arthur Fiedler with the Boston Symphony. They have a concert in Boston. That concert is a source of enjoyment to people in Washington, to people in California, so they have to have an interconnection. What is wrong with it? Nobody says you have got to look at it, nobody says they have to tie in with it, but there you are. It is there, made available if they want to use it.

Mr. KNOX. That does exist in public broadcasting now.

Senator PASTORE. No, it does not.

Mr. KNOX. I would maintain with all respect to the committee, that it exists positively and negatively. Programs are taken off the network, so that local stations cannot air the program. It is taken off by a decision made in a centralized office here in Washington, D.C., by one or two people. The entire system has no voice in that decision. It also operates to the extent that, for example, when a program is underwritten by a corporation, the corporation does not usually insist that the program, as one of the conditions to its grants for sponsorship, insist that the program be aired at the same time and the same place—excuse me, the same date——

Senator PASTORE. You are talking about the "Firing Line"? You are talking about the Moyer program. I have had my own complaint about that. The influence of the White House, that is.

Mr. Buchanan appeared on a nationally televised show and made some very terse and caustic remarks which I thought were unnecessary. They were reflective upon, in some instances, the integrity of the Congress. We took Mr. Whitehead to task for that, and the Corporation came before us, and Mr. Benjamin, who is a distinguished businessman on the west coast, a man of tremendous reputation and distinction; Mr. Curtis, who is the chairman of the board; Mr. Loomis who is in this room, is the president of the Corporation. They all said "The only reason we did it is not because we were influenced by the White House, but once they cut down the money we had to get into priorities, and we took off 'Firing Line' instead of 'Sesame Street'."

Those are the arguments. We are going to analyze those.

Mr. Knox. Why did they take off the Allen program, and the segment from the Great American Dream? It costs more to take it off than it would to leave it on.

Senator Pastore. I tell you what I would do if I were you. You write to Mr. Loomis, then you write to me if he doesn't give you the answer. You write to me and I will get you the answer. But you write to him first. I make you that promise.

All right, gentlemen, thank you very, very much.

Mr. Knox. Thank you.

Mr. Horowitz. Thank you very much.

Senator Pastore. Now, we have Mr. Schwarzwalder and Mr. Wade. Sir, you may proceed.

STATEMENT OF JOHN C. SCHWARZWALDER, EXECUTIVE SECRETARY-TREASURER, NAET; ACCOMPANIED BY WARREN WADE, MANAGER, KTEH, SAN JOSE, CALIF.

Mr. Schwarzwalder. Thank you, Mr. Chairman.

I know you have been here for 3 days. I know the lights are hot. I will be as brief as I can.

I have two major points that I do think the committee may want to consider.

Senator Pastore. We will put your statement in the record, or would you prefer to read it. I do not want to cut you short.

Mr. Schwarzwalder. My name is John Schwarzwalder. I am executive secretary-treasurer of the National Association for Educational Television, a voluntary association incorporated in 1964 as a nonprofit corporation under the laws of the State of Minnesota.

The National Association for Educational Television has 21 member educational television stations, of which nine belong to the Alabama Educational Network. Three of the stations are located in Minnesota and there are educational station members in Florida, California and the Dakotas. Midwestern Educational Television, a regional network of midwestern noncommercial television stations, has been an associate member of the NAET since its founding.

The president of our association, Mr. Raymond D. Hurlbert, who is also director of the Alabama Educational Television Commission, regrets greatly his inability to be present. His mother is gravely ill in Birmingham and he has been obliged to cancel plans to attend this session.

I have with me Mr. Warren Wade, who is manager of KTEH, the public television station in San Jose, Calif.

I speak to you with respect to S. 1090 from a background of more than 21 years as a manager of educational television stations. I was the first manager of the first educational television station in Houston, Tex., and subsequently left that station to become the first and only manager of the Twin City Area Educational Television Corp. which presently operates channels 2 and 17 in the Twin Cities of Minneapolis and St. Paul, and is colicensee of channel 10 in western Minnesota.

The Twin City Area Educational Television Corp. also is either licensee or owner of a dozen microwave relay stations and of six television translators through which it serves other ETC stations in Duluth-Superior, Fargo-Moorhead and throughout South Dakota.

CATV systems in some 60 localities also carry the programs of these stations and those of the Twin City Area Educational Television Corp. in Minnesota, Wisconsin, North Dakota, South Dakota, Iowa, and western Ontario.

May I add to my testimony here, Senator Pastore, the fact that these interconnections have largely been made possible by the matching Federal funds under the Educational Television Facilities Act, and I want to put on record the appreciation of our people for the leadership you have provided and Senator Magnuson has provided in that, and I want to say a word about Mr. Zapple, who has served as counsel for the committee, and without whose wise counsel these facilities might not have been built.

We are serving 4 million people, and it is doubtful that without this legislation it could have been done.

Senator PASTORE. I am happy you said that about Mr. Zapple. He is dedicated.

Mr. SCHWARZWALDER. I will confine my remarks, based entirely on this long erperience in noncommercial telecasting to two salient areas. The first of these has to do with the provision of Federal funds to be used for so-called "public affairs" broadcasting. The recent furor in Great Britain regarding the BBC series called "Yesterday's Men," the recent charges and countercharges in France regarding the alleged political partiality of the French Broadcasting System, plus similar charges in Australia and other countries, make it clear that in no country in the world is it possible for government to supply funds for public affairs programs on a basis which will be regarded as impartial by many disinterested observers. Still less is this true in the United States.

The Congress in its wisdom long ago decided that programs paid for with public funds and broadcast by the Voice of America should not be broadcast in the United States. It has denied the power to do this to such distinguished heads of the Voice of America as Mr. Frank Shakespeare and Mr. Edward R. Morrow. It was wise for the Congress to do this since the temptation to use the tremendous power of broadcasting to further partisan political interests or points of view is obviously so great that those entrusted with such funds cannot resist it.

The difficulties in which so-called public broadcasting finds itself today stem largely from the use of public funds to present so-called public affairs programs which not even the most biased observer could believe to be impartial.

I speak to you as a lifelong liberal Democrat when I tell you that a program like "Banks and the Poor" which falsely accused a dozen Members of Congress of having such banking interests (which it turned out they did not have) simply cannot be defended.

Moreover, a program like "Who Invited Us" which gave an extremely biased view of our purposes in Latin America, or a program lampooning the President of the United States to such an extent that even PBS did not run it (though it should be noted for the record that tens of thousands, perhaps hundreds of thousands, of dollars of public funds were put into the production of this program and have not yet been refunded to the Government) or a similar biased program about the FBI which, again, could not be used in its original form—a record like this cannot be defended, Senator.

Public funds have been used in the past for narrow partisan political purposes by PBS. There can be no doubt about it. And these funds have been supplied by the Corporation for Public Broadcasting.

Yet, even if these flagrant abuses of the public trust had not occurred, I would still be opposed, as a liberal, to the use of public funds for the purpose of telecasting to the American people, from a central national network, politically motivated programs.

When the Federal Government provides funds for the purpose of telecasting public affairs programs, it brings itself to the very edge of the propaganda practices used in other nations. We are all aware that Dr. Goebbels used German broadcasting facilities for the purpose of perpetuating the Nazi regime, we are all aware of the identical practices presently being used by the Soviet Union and by Eastern European states for similar purposes. When government pays the piper, government will, sooner or later, call the tune. And this is putting in the hands of government, any government, entirely too powerful a tool.

I favor passage of S. 1090 only with the proviso that no funds appropriated as a result of this bill should be used for the presentation of public affairs programs.

I would further suggest that the Corporation of Public Broadcasting might well be advised that the moneys which in the past it has spent upon public affairs programs should be given to the local stations. They are more responsible to their own constituencies, and I am not speaking against public affairs programs. I am speaking against the provision of money by the Government for such programs. There are other sources of funds by which the local stations can produce such programs.

My second major point with respect to this bill goes to the matter of the financing of local stations. I think you will find other people who spoke this morning are in favor of this position. It is a part of the propaganda of the present PBS staff that if available moneys were divided up among the stations, there would be such small amounts available to each station that they could do no worthwhile production with it.

Precisely the contrary is true. The great bulk of the PBS program funds have gone to just six noncommercial stations. Of those six stations, four—Los Angeles, San Francisco, New York and Washington—would be in desperate financial troubles if they did not have the subsidy of huge production grants given by PBS. And in this room yesterday, we heard the protests of the Washington station, when its production subsidy was proposed to be cut from $1,200,000 to $800,000.

Meanwhile the taxpayers of the States in all of those parts of the country between the two coasts are being taxed to support those stations on the two coasts, and, what is even worse, our local cultural and educational organizations are being deprived of funds—funds contributed by our own taxpayers in many cases so that other similar organizations on the two coasts may benefit.

One example of this is the fact that indigenous opera in Minnesota, which has been critically acclaimed, has not received funds despite repeated requests for telecasting of new and important contemporary works, whereas a pickup opera company in Washington has had large amounts of such funds made available. The quality difference between the two companies is very great indeed and all in favor of the Midwestern group.

The Guthrie Theater is nationally famous but no grants were available for it at the very time that massive grants were being made available for a Los Angeles group which, in my view, produced only one good play out of a half dozen attempts.

There are splendid theater groups, splendid symphony orchestras, excellent ballet companies all over the interior of the United States of America. Their chances of appearing on public television as it is presently organized (and, so far as I can see, as it is proposed that it be organized in the future) are abysmally low.

The correcting of this latter deficiency should again, in my opinion, be a function of the law. Unless the law specifically provides that at least two-thirds of the money appropriated by the Congress shall be given, without strings, to the stations themselves, most stations will be given a mere pittance, and the cultural organizations of most of America will not be seen on public television.

I note that the Honorable Thomas Curtis, Chairman of the Corporation for Public Broadcasting, has stated that he will allow the interconnection of public television stations to be used by other organizations for the transmission of noncommercial public affairs programs as long as these can be kept "balanced."

I wish Mr. Curtis well in this and would agree with him that balanced programing is highly desirable, the more so since we have seen so little evidence of it during the past 3 years. But I question whether it will be possible for even so able a man as Mr. Curtis to accomplish this, in view of the tremendous pressures which will be placed upon him.

In summary, it is the burden of my testimony, based upon more years of experience in noncommercial television than are possessed by anyone else in the United States, that: (1) No public funds should be permitted to be used for so-called public affairs programing, and (2) that at least two-thirds of the funds made available to the Corporation for Public Broadcasting should be transmitted directly to the stations for their use in presenting on television the best of their own cultural and educational organizations and institutions.

I am grateful to the committee members for their attention.

Senator PASTORE. Your statement is commended to the members of the Corporation and all people interested in matters of public broadcasting.

Of course, the Congress itself took a strong position, and one of the arguments made was that this facilitated the passage of the bill in the first instance. The fact that the commercial television had not gone in depth in analyzing the news, and because of the expense involved. For instance, Walter Cronkite and John Chancellor and Howard Smith, and Harry Reasoner, they are on for ½ hour at night. They have a myriad of subjects to discuss, and all you get is really headlines more than anything else. Once in awhile they have time to go a little further than that.

We thought that many of these problems that confront the American people should get down to the fine reading of the stories, that people would better understand it. When we talked about public affairs, we were talking more about public affairs in an educational way, to educate the American people as to what was going on.

Well, naturally, like everything else, you will find the sensitivity in politics that is rather unique. We are a pretty thin-skinned lot of people, you know. We throw our hats in the air when you say something nice about us, and the minute you say something we do not like too much, you are against us. It has to be balanced.

I realize it has caused some problems. If we could only get down to analyzing exactly what we are trying to get at, I think this requires a lot of thought, and I think that your statement is quite illuminating.

I do not think we ought to get into politics as such. What we were talking about, when we talked about public affairs, was to do something else. For instance, there has been a lot of talk about Vietnam. Regardless of whether it reflects on President Johnson or President Nixon, that is apart from it, but did the American people really understand our involvement? Was our involvement properly explained to the American people? What did it really mean to us? Did we pay too great a price for something that was not that close to us? Did we play the part of caretaker of the world to a greater extent than we should have?

We keep saying that we should not police the world, but we do a lot of things that indicate we are doing it in fact, and we have an involvement in Europe now. We have talk of the devaluation of the dollar.

I think these are public affairs that can be discussed in a way that does not bring in this idea of propaganda, you see. The Voice of America, for instance. You gave that as an example, that is only to give the American point of view. That is the reason you cannot show it here in America, because that is political. It is political and was intended to be political.

But when we talked about public affairs, we were talking about something else. I would hope that the Corporation and the board of trustees of the various licensees, and the management of the local stations will get together and come up with something that is wholesome.

I hope these hearings have done some good, and certainly I do not want a parade of witnesses who say, "What you are doing is wonderful: keep going," because we know nothing in the world is that perfect, and we need to be called to account every once in a while.

I welcome your statement. Whether I agree with it in every part is of no consequence. The fact that you made it, I think, will more or less sharpen up our point of view and our method of expression and our reaching a decision in a more wholesome and more productive way.

Thank you, very much.

Mr. SCHWARZWALDER. Thank you, Mr. Chairman.

Senator PASTORE. Mr. Wade?

Mr. WADE. Mr. Chairman, my reason for being here is:

1. To share with you my deep concerns about public broadcast system development at the national level that has inhibited station development at the local level;

2. To be sure you know, in spite of anything you may have heard to the contrary, there is not at this time a consensus in the public broadcast movement concerning system design and the advisability of long-range, even 2-year, funding; and

3. To suggest that public broadcasting may not yet be ready for 2-year funding as provided in S. 1090 and other bills relating to public broadcasting funding.

My major concern is one of system design. The Carnegie Commission study and the Public Broadcasting Act of 1967 described a public broadcast system whose bedrock was that of strong, independent stations, and whose hallmark was localism; that is, program services designed to meet the unique needs of each station's community.

The Corporation for Public Broadcasting was to be the device through which public and private funds could be directed to local stations. Though the Corporation was to be empowered to provide for other associated services, such as interconnection and national production centers, these devices were designed to help strengthen the local station, not be an end in themselves.

The direction of the public broadcasting system, until recently, was very different from the one described in the Carnegie Commission Study and the Public Broadcasting Act of 1967. All but 13 percent of the Corporation's resources were invested during fiscal years 1969–72 in the establishment of large-scale, national-level projects such as national interconnection, national production, and a national program network.

Although many local stations, the cornerstone of this Carnegie model, received a proportion of the Corporation's resources, these moneys were too small to permit them to upgrade their local services. Many stations had little choice but to become the satellite repeaters of national programing provided by the public broadcast network.

In short, the direction of this development was the antithesis of the recommendations of the Carnegie Commission and the Public Broadcasting Act of 1967. In short, there developed a highly centralized, tax-supported national public broadcast system.

I would hope that future legislation would guarantee to the local stations first priority for 50 percent or more of the Corporation's annual budget, and that the distribution of these funds would be more or less on an egalitarian formula. With this formula we could make a start toward developing a system of strong local stations.

Within the area of system design, I am most disturbed by the development of the Public Broadcasting Service. While the Public Broadcasting Act of 1967 permits the Corporation to provide for interconnection, it does not seem to permit the Corporation, through PBS, to develop that interconnection into a program network.

I do not quarrel with local stations using an interconnection, or some other distribution system, for accessing a pool of programing archived in Washington, or elsewhere, if that selection is made by the local station and is based on its judgment of community needs both in content and time of use.

I do have grave concerns about the use of the interconnection for networking that forces many stations to take it as it is, or spend money they don't have to try to buy alternative programing.

I support the idea of localism, that is, local service and local accountability. Critics of localism say it won't work, that public broadcasting can achieve the critical mass necessary for quality only by emphasizing centralization of decisions, networking, and concentration of resources at the national level. I submit that this is an assumption, not a demonstrated fact.

I will not make the same error of assumption in touting the cause of localism as have many of those who espouse the cause of networking. I do not make the assumption that localism will work. I do believe that it deserves a test, rather than the out-of-hand rejection it has received from its critics.

If public broadcasting fails, at least, to try to develop strong local services to meet the needs of local communities in its rush to develop a fourth network, the result well may be a missed opportunity to provide high service that will not be repeated, and well could be an abrogation of public broadcasting's primary obligation to the American public.

My concern in the area of funding is occasioned by—

(1) The lack of agreement I see among the public broadcast community as to which system design will be in the best interest of our citizens; and

(2) The decisions made in the past by CPB, PBS, and other leadership in this profession that have led us to this state of disagreement on a variety of substantive issues among public broadcasting professionals, laymen, and elected officials.

I am persuaded that public broadcasting at the national level simply should not decide, unilaterally, the major policy questions facing the system. The system has within it great potential for both good and evil. To insure that the system realizes its full potential for benefiting our country and its citizens, and to insure that well-intentioned and unfortunate decisions in this area of endeavor where we lack extended experience do not beget us a socially destructive instrumentality, I feel that we must avail public broadcasting of the experience, wisdom, and counsel of the elected officials of the Senate and House of Representatives through this process of annual funding review.

I am fearful that unfortunate decisions, left in place even 2 years, could do irreparable damage to public broadcasting.

There may be a time in the foreseeable future when experience in the management of the public broadcast endeavor, enhanced by the annual review of the Congress, will prepare public broadcasting to assume the responsibilities attendant to long-range funding.

However, the evidence is abundant that public broadcasting is not ready to assume those demanding responsibilities at this time. Public broadcasting is a potentially powerful instrument, but it requires congressional guidance in its formative years if it is to grow into a socially constructive adulthood.

In conclusion, though I am somewhat encouraged by recent developments at the Corporation for Public Broadcasting, I feel that public broadcasting is not yet ready for more than year-to-year funding.

There is disagreement in public broadcasting as to the system design that will serve best our citizens; there is not consensus among public broadcasters on this matter. We have not had sufficient experience in public broadcasting at the national level from which we can draw system design guidance. And based on past performance, there would seem to be some evidence of general decisionmaking immaturity in the system. Given these problems, it may be premature to deprive public broadcasting of the benefits of annual review by the Congress.

Distinguished chairman and committee members, I thank you for this opportunity to share with you some of my concerns about public broadcast system design, and to ask you to consider the case for annual funding review at this stage of public broadcasting's development.

Senator Pastore. Thank you, very much. Thank you both.

Mr. Loomis, would you mind coming forward?

Mr. Loomis, I did not want to bring the curtain down on this hearing without giving you the opportunity of being the one to close the record.

First of all, I want to compliment you for attending all of these hearings without any requests or suggestion from the subcommittee, because you felt it was your responsibility; you have attended all these hearings and you listened to all of the witnesses.

My question to you is, I hope that you have gotten something out of this. That is it going to improve the relationship of the Coporation with the local licensees and the local boards of trustees. Many arguments have been made, and there have been many disagreements expressed here, but it is our responsibility, yours and mine, and the entire committee to analyze them and come up with an answer which I hope will be fruitful and wholesome.

I want you to understand that we want to be close to each other, because this is in the public interest.

We have a tremendous responsibility to the people of this country in making sure that public broadcasting not only survives, but that it flourishes, and anything you have to say, I will be very happy to listen to before we bring this to a close.

STATEMENT OF HENRY LOOMIS, PRESIDENT, CORPORATION FOR PUBLIC BROADCASTING

Mr. Loomis. Mr. Chairman, I appreciate an opportunity to have had a cram course for the last 3 days. As you know, I have only been in public broadcasting for 4 months, and an opportunity of hearing the witnesses and hearing them particularly under the expert questioning of the committee did much to help me learn the depth and the nuance of all these complex problems.

I certainly agree that we are in partnership.

Of course, I am not the executive branch. I am the chief executive of a private corporation.

Senator PASTORE. That is true, but all the members were appointed by the President.

Mr. LOOMIS. That is correct, but I am not. I am not appointed by the President.

Senator PASTORE. I know, but you are appointed by the fellows who are appointed by the President.

Mr. LOOMIS. I do again, in closing, want to say that the Corporation and a majority of the public television industry strongly endorse your bill, both the dollar amount and the 2-year authorization.

Thank you very much, sir.

Senator PASTORE. Well, thank you.

Now, this hearing comes to a close, and the record will be left open for a period of 1 week. Anyone who wants to submit a statement may do so.

I want to thank everyone for coming, and I think I ought to thank WETA for bringing these proceedings to the attention of the public. I do not know how good we showed up on the screen, but we tried to do the best that we could, and I want to thank radio, too, for taking it down, and disseminating it throughout America.

Thank you very, very much.

[Whereupon, at 12:40 p.m., the hearing was adjourned.]

ADDITIONAL ARTICLES, LETTERS, AND STATEMENTS

UNIVERSITY OF OREGON,
Eugene, Oreg., March 29, 1973.

Senator JOHN PASTORE,
Senate Office, First and Constitution Ave. NE,
Washington, D.C.

DEAR SENATOR PASTORE: I realize that you are continually bombarded with "scholarly research" about television and its effects. Even so, I think that my dissertation speaks to many of the questions you have raised concerning the impact of public affairs television. I hope you will have a chance to read this manuscript.[1] The last chapter should be most interesting to you. Chapters II, III, and Appendix V are probably most relevant to you as a policy-maker. I hope you realize that the findings in this report are offered as a scientific enterprise. I only hint at prescriptions. But I do think that the findings will be some sort of help to you as you make the decisions which influence national policy for public affairs television.

Sincerely,

MICHAEL J. ROBINSON,
Assistant Professor,
Department of Political Science,
University of Oregon.

A. H. ROLFES,
El Nido, Calif., April 2, 1973.

Re Public Broadcasting Legislation.

Senator JOHN PASTORE,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR PASTORE: I would like for you to include this letter in the hearing file recently completed regarding the Public Broadcasting Funds.

While many segments of the industry did participate and present testimony, they were the ones with the extended hand. I listened to the hearing aired in San Francisco by KQED TV Channel 9. It was aired from 10:00 PM until after 1:00 AM., and I remained for the three days, thus showing my interest and the capability of this station to handle the hearing.

Unfortunately you had no testimony from the ordinary citizen like ourselves—viewers, what they thought. Permit me to rectify this omission by stating that we support this station with money, and desire that this kind of TV be upgraded with government support in the way of proper method of funding. The PBS stations are the only place we can secure data on what is happening. Commercial programs are and leave much to be desired. We exercise the privilege of selectivity for both Commercial and Public programs.

We like the inter-tie method of dissemination programs that cannot be produced locally on account of the cost and would recommend the two year method of programing on a continuing basis as always something in the "cooker" to finish off. A new two year program to be started yearly.

Permit me to indicate the money supplied to Educational TV by the Congress is the taxpayers funds and their wishes should be taken into consideration. I am

Sincerely,

A. H. ROLFES,
(Retired Postmaster—1925–1966).

---

[1] The material referred to is in the committee file.

WRIU Radio,
University of Rhode Island,
Kingston, R.I., April 4, 1973.

Hon. John O. Pastore,
Chairman, Senate Subcommittee on Communications,
U.S. Senate, Washington, D.C.

Dear Senator Pastore: As General Manager of WRIU, the radio service of the University of Rhode Island, I am enclosing a statement listing the objections we have to the present requirements to be met in order to receive funding from the Corporation for Public Broadcasting. We request that they be included as part of the testimony on Senate Bill 1090.

Your comments regarding this matter would be appreciated, and we look forward to hearing from you in the near future.

Sincerely,

S. Kent Fannon,
General Manager.

Objections to the Present Policy for Public Radio Station Assistance and Qualifying Stations

(S. Kent Fannon, General Manager, WRIU–FM)

The Corporation for Public Broadcasting has stated that its eventual goal is for Public Radio to reach 100% of the American population. However, we feel that the present funding policy of the Corporation will make this virtually impossible, or at least very difficult in the foreseeable future.

Our objection stems from the staffing requirement that must be met to receive funding. The Corporation requires that in order for a station to be funded, a full-time, paid, professional station staff of no less than three persons, or equivalent, should be employed. Many radio stations, particularly college stations, do not have funds available to pay full-time staff members, although these individuals may actually spend more time at their duties than a paid staff member might.

A second aspect should be considered in favor of voluntarily-staffed stations. That is the turnover of personnel. This turnover results in a constant influx of new ideas. Non-professional college radio stations can boast large staffs eager to utilize the vast resources of the universities and colleges on which they are located. Non-professional Public Radio stations have the capabilities of filling large amounts of broadcast time with local productions and do not have to rely on network feeds to fill their schedules.

The non-professional radio stations do not need Corporation funds for daily operations, staffing or programming. Please realize that if college stations had the money available to pay three full-time staff members, they would probably choose not to, but rather they would use the money for facilities which they so desperately need. It is for this purpose that we would use any funds granted to us by the Corporation.

We are WRIU–FM feel the issue of CPB funding is very important to us because we are in the process of expanding our operation from its present 10 watts to 3,000 watts. However, under present regulations, the tax dollars collected from Rhode Island residents to be appropriated at the Federal level for national public radio are *not* used to fund the only State-owned educational radio station in Rhode Island, WRIU–FM. We will have to rely solely on the economically oppressed students of the University of Rhode Island to provide the initial funds for this project. This will obviously delay the introduction of an expanded WRIU–FM, which is detrimental not only to the people of Rhode Island, but also to the entire educational radio system. We seriously question how the Corporation can limit funds to deserving organizations who are trying to reach the objectives of the Corporation, but who do not meet certain requirements.

Public Radio should be a two way street. These stations must respond to public needs, but we must also realize that for Public Broadcasting to work, the public must respond to the station. There is no better way to train people in the workings of broadcasting than to provide facilities in which they can take an active part in the operation of a public broadcasting station. Once trainees realize what the potentials of radio are, they will not be able to sit by and allow public or commercial stations to dictate what is programmed on radio.

We, therefore, urge that a certain percentage of the appropriation provided in Bill S 1090 be set aside for the exclusive purpose of funding those stations which are presently, and intend to remain, non-professional, educational radio stations.

APRIL 3, 1973.

CORPORATION FOR PUBLIC BROADCASTING,
Washington, D.C., April 9, 1973.

Hon. JOHN O. PASTORE,
Chairman, Senate Subcommittee on Communications,
U.S. Senate, Washington, D.C.

DEAR SENATOR PASTORE: We recently received from your office a copy of a letter to you from Mr. S. Kent Fannon, General Manager of non-commercial radio station WRIU, licensed to the University of Rhode Island at Kingston. In that letter, Mr. Fannon set forth his objections to the CPB criteria for support of non-commercial radio operations, particularly the criterion relating to station staffing. Your office requested that we prepare a response to be added to the record of your hearings on Senate Bill 1090.

Enclosed is a copy of the CPB "Policy for Public Radio Station Assistance" which lists all current criteria for CPB assistance eligibility. Present and future staffing requirements are listed on page ten. In order to qualify for CPB support, a station must have a staff of at least three full-time professionals. This policy was developed in consultation with licensee representatives throughout the country, and continues to have the full endorsement of the CPB Radio Advisory Council, the National Educational Radio division of the National Association of Educational Broadcasters, and National Public Radio.

The Corporation firmly believes that a core professional staff is essential in order for a station to begin to serve the needs of its community. After lengthy study and consultation, the Corporation and members of the system jointly established the staffing requirements set forth in the policy booklet as the minimum level foundation upon which a consistently reliable public radio service can be maintained. We would agree with Mr. Fannon's comments pertaining to the interest and dedication of non-professional staff and nothing in CPB policy is intended to exclude such staff from participation in station operations. However, we believe the leadership and continuity provided by a core professional staff remains essential to full development of public radio services at the local level.

With regard to the use of CPB funds for the purchase of broadcast equipment, CPB has always attempted to coordinate its efforts with the Educational Broadcasting Facilities Program of the Department of HEW. For this reason, a maximum of 10% of CPB Community Service Grant funds may be used for the purchase of broadcast equipment or supplies. As you know, a project to permit increased transmission capability such as is proposed by Mr. Fannon is precisely the type of project for which EBFP funds are intended.

Finally, in regard to specific CPB assistance to WRIU, for two years the city of Providence has been on our list of cities eligible to receive $25,000 radio development grants. The development project (copy enclosed) is designed to assist in the establishment of CPB-qualified radio stations in major population centers not yet served, and grantees may use the funds to hire station personnel to meet the CPB minimums. At the time the project was first announced in June of 1971, and when it was re-announced the following year, the management of WRIU was provided application forms and information and encouraged to apply. We received no word directly from the station management but we did receive a response from Mr James W. Leslie, Director of Public Relations at the University of Rhode Island. Mr. Leslie informed us that the University was not in a position at that time to take advantage of the project.

As long as the city of Providence remains unserved by a CPB-qualified public radio station, the establishment of such a station will have a high priority at CPB and a $25,000 grant will be available for that purpose. Radio station WRIU would be an eligible and desirable applicant if they wished to apply.

I hope this information is sufficient for your needs. If you require further clarification, please contact us.

Sincerely,

THOMAS C. WARNOCK,
Director of Radio Activities.

Corporation for Public Broadcasting,
Washington, D.C.

To: Potential Applicants.
From: Thomas C. Warnock, Director of Radio Activities.
Subject: 1973 Public Radio Station Development Project.

I am pleased to provide you with detailed information concerning the competitive *1973 Public Radio Station Development Project.* This project is designed to assist in the establishment of CPB-qualified public radio stations in key population centers presently without such service.

Grants of up to $25,000 will be made to approximately 10 successful applicants. Awardees also will be eligible to receive up to $15,600 in support funds in second-year grants.

Grant applications will be accepted at any time, under the terms and conditions of the attached Grant Project Summary and the CPB "Policy for Public Radio Station Assistance."

In order to provide strong local programming and the network service of National Public Radio to as many new listeners as possible—and in the shortest period of time—project applications will be accepted only from applicants in the seventeen largest major population centers presently without such service. As applications to establish stations in these areas of high population concentration are accepted, the community to be served will be replaced on the list by another metropolitan center. In time, we believe this project will assure that significant public radio services are available to all citizens of the United States and its territories.

In applying for assistance, please use the enclosed CPB grant application forms, one set of which should be completed and returned to Donald Trapp, Radio Projects Manager, who will be available to answer any questions which may arise. Don's address is:

> Mr. Don Trapp, Radio Projects Manager, Corporation for Public Broadcasting, 888 16th Street, N.W., Washington, D.C. 20006, Tel.: (202) 293-6160.

Assuming sufficient funding of CPB, all stations qualifying for assistance under this competitive project will be eligible to receive support funds reserved for CPB-qualified radio stations in ensuing years.

Please note that under this project CPB funds may not be used for the purchase of technical equipment or supplies (first year only) and no item may be included in the grant proposal for institutional overhead.

Enclosures.

July 26, 1972.

CORPORATION FOR PUBLIC BROADCASTING 1973 PUBLIC RADIO STATION DEVELOPMENT PROJECT

SUMMARY

Project.—Development grants are available to new or existing stations which will meet the project criteria and the requirements of the CPB "Policy for Public Radio Station Assistance" in the following cities:

> Miami/Fort Lauderdale, Fla., Denver, Colo., Providence, R.I., San Antonio, Texas, Dayton, Ohio, Sacramento, Calif., Birmingham, Ala., Akron/Canton, Ohio, Toledo, Ohio, Hartford, Conn., Honolulu, Hawaii, Tulsa, Okla., Allentown, Pa., New Haven, Conn., Orlando, Fla., Bridgeport, Conn., Dallas, Texas.

Amount.—First year, $25,000. Second year, up to $15,600.

Eligibility.—(1) All existing noncommercial educational radio and television stations; and institutions, organizations, or corporations proposing to establish a noncommercial educational radio station capable of serving any of the above metropolitan area with a primary (1 mv/m) signal. Stations which were formerly CPB-qualified, but no longer have that status, are not eligible applicants under this project.

(2) One applicant in each of the above cities is eligible for a development grant. The project will be competitive among the applicants within each city listed above.

(3) The application is in two parts, a preliminary and a final proposal. Upon acceptance of a *final competitive application* CPB will publish information concerning the identity of the applicant and the facilities proposed, in and around

the city in question, and allow up to 45 days for the filing of additional applications from that city. At the close of that 45-day period, a final judging of the applications will be made.

Terms.—New stations: In the case of an applicant proposing a new broadcast facility, the application must show evidence of the availability of a frequency which could accommodate a station of sufficient power to provide prime coverage over the entire metropolitan area. Such applicants may propose to acquire transmission and studio equipment from private sources or through the Educational Broadcasting Facilities Program of the U.S. Office of Education, Department of Health, Education and Welfare.

New stations proposing to use capital funds other than HEW facilities funds: Upon preliminary notice of a CPB grant award the applicant, where appropriate, will be expected to file application with the FCC. Upon award of an FCC construction permit, the applicant will be awarded one half of the CPB grant on the condition that the applicant's station will be on-the-air within six months from the date of this award.

New stations proposing to use HEW facilities funds to construct a new broadcast facility: In such cases, upon preliminary notice of a CPB grant award, the applicant will be expected to file applications with the Educational Broadcasting Facilities Program and with the FCC, where appropriate. Upon announcement of a facilities grant and an FCC construction permit by HEW and the FCC, respectively, the applicant will also be awarded one half of the CPB grant on the condition that the applicant's station will be on-the-air within six months from the date of the award.

Existing stations proposing to improve facilities and/or service: (1) If the proposal involves an expansion of technical facilities involving either HEW or FCC approval, the applicant will be expected to follow the above procedures.

(2) If the proposal involves an increase in technical facilities which does not require either HEW funds or FCC approval, the applicant must provide detailed financial information regarding sources of any required capital funds. Upon accepting such information and upon announcement of the CPB development grant, the applicant will be expected to provide the service proposed not later than six months from the date of award of the grant.

Judging.—Criteria to be used in judging competing applications are included in the attachment, *Project Evaluative Criteria.*

Second-year funding.—Applicants who successfully carry out their project during the 12 months following the grant award will be eligible for a continuation of the CPB grant at a rate of up to $1,300 per month each month until the following April 30. On the following May 1, the station will become eligible for continuing CPB assistant at a rate commensurate with its position on the CPB sliding scale of community service grants.

NPR membership.—All stations that successfully meet the requirements of this project will be accepted as CPB-qualified stations. They will then be eligible to apply for membership in National Public Radio (NPR), the interconnected network program service, and all subsequent CPB assistance projects.

Deadlines.—Applications may be filed with CPB at any time from the date of announcement of this project. Upon the awarding of a grant in any of the above listed cities, the grant project for that city will terminate. That city will be deleted from the list and the next larger city without a CPB-qualified station will be added to the list.

Terms of payment.—Flexible, with the following as a guide:

First year: $12,500 upon the awarding of the grant; $12,500 at the mid-point, upon meeting all grant project requirements.

Second year: $1,300 per month, from the end of the first project year to April 30 of the following year.

CORPORATION FOR PUBLIC BROADCASTING, 1973 PUBLIC RADIO STATION DEVELOPMENT PROJECT

PROJECT EVALUATIVE CRITERIA

1. The station must be licensed by the FCC as a "noncommercial educational" radio station.

2. The station must operate with a combination of effective radiated power and antenna height for FM or transmitter power for AM to provide a (1mv/m) primary signal over the entire metropolitan area of the city of application.

3. The station must meet all FCC technical standards and requirements and have available an adequately equipped control room and studio to provide for local program production and origination.

4. A full-time professional radio station staff of 3 persons must be employed. "Full-time professional radio station staff" includes permanent personnel with demonstrated skill and expertise in the management, programming, production, promotion, development, or engineering areas of radio station operation, whose terms of employment require the exercise of full-time responsibilities in one or more of these areas. Within both the management and programming areas at least one full-time staff member must be employed.

5. A minimum operational schedule of 52 weeks-per-year, seven days-per-week, 14 hours-per-day, must be maintained throughout the year.

6. The station's daily broadcast schedule must be devoted primarily to programming of good quality which serves demonstrated community needs of an educational, informational, and cultural nature. The applicant must give evidence of ability and willingness to identify over-all community needs which public radio broadcasting can serve and, to the extent possible, involved the various segments of the community in its determination of comprehensive broadcast services to be provided.

7. The applicant must give evidence of ability to continue to meet strengthened CPB "Policy for Public Radio Station Assistance" criteria in succeeding years through 1976.

Corporation for Public Broadcasting—1973 Public Radio Station Development Project Preliminary Application Form

PRELIMINARY APPLICATION FORM

1. Applicant organization (name, address, and telephone):
Station call letters (if assigned): ————
2. Authorizing official for this application (name and title):
3. Project director (name and title):
4. Financial officer (name and title):
5. Estimated total first year operating cost of project: (including funds from this project) $————
6. Amount requested from the Corporation for Public Broadcasting: $————
7. Listed area to be served:

EXHIBITS

1. Attach as Exhibit A a brief summary of your project proposal.
2. Review the Project Evaluation Criteria, and attach as Exhibit B a point by point analysis of how your station will meet or surpass those criteria with receipt of this grant.
3. Attach as Exhibit C a list of the purposes of the station and an analysis of proposed programming which would meet these purposes.
4. Is this application to establish a new station? ————. Expand an existing station? ————.
5. Attach as Exhibit D evidence of the availability of a frequency capable of accommodating a station of sufficient power to provide prime coverage over the entire area to be served.
6. Does this proposal require FCC approval? ————.
7. Does this project require approval from the HEW Educational Broadcasting Facilities Program? ————.
8. Does this project require non-HEW capital funds? ————. If yes, please provide evidence of the availability of such funds as Exhibit E.
9. Attach as Exhibit F an itemized budget detailing the availability and sources of operational funds for this project. Indicate by asterisk the budget items to be covered by CPB funds if this project is approved.
10. Attach as Exhibit G a description of how you propose to be able to continue to meet the strengthened radio policy criteria for CPB-qualified stations in the coming years through 1976 (see below).

Minimum criteria	1972	1973	1974	1975	1976
Staff:					
Full time	2	3	3	4	5
Half time	2				
On-the-air schedule:					
Weeks per year	52	52	52	52	52
Days per week	6	7	7	7	7
Hours per day	12	12	14	16	18

CURTIS W. DAVIS,
New York, N.Y., April 4, 1973.

Senator JOHN O. PASTORE,
Chairman, Subcommittee on Communications, Senate Commerce Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR PASTORE: Since you indicated at the close of last week's hearings on the state of public television that the record would remain open for another week, I would like to offer these comments for your consideration. I must admit to some surprise at the fact that among the many witnesses heard, there were none representing those who established national programming policy in public television in the years of its key growth from 1960 to 1970. As a result, some inaccurate or biased statements made by witnesses referring to this period went unchallenged since there were none present in your hearing room who had direct knowledge of the facts.

In the period in question, national program policy was set by the organization once known as NET. My responsibilities there were for arts and music programs from 1959 to 1964, and for all cultural programs from 1965 until last year. By that time, of course, the NET that was had been entirely dissolved and subsumed into the structure of the New York ptv station, Channel 13.

Without NET, and what it accomplished in its best years, there might not be a public television worth fighting over now. NET brought great drama, music, dance, art and cultural history to a national tv audience for half a generation. It also brought forth virtually all the public affairs programs which have now come under the particular fire of some, notably spokesmen for the White House.

But you have been covering this beat too long, Senator Pastore, for me to wish to detail NET's accomplishments here. The point is that criticism of ptv for overcentralization began first when NET was the single national agency. But if the target has now shifted to Washington, and become a multiple, the argument is not new. So many of the words spoken at your recent hearings could have come from a typical NET affiliates meeting of the 1960's, changing only some names, places and program titles.

In offering some comments to your hearings, I should like to address myself to four key issues raised by various witnesses. I do so from a vantage point of twelve and a half years of service to public television, and now almost a year away, not so long altogether perhaps as some witnesses, but enough. The four issues are the need for a better balance between the local and the national program voice, the rationale for accepting foreign-made alongside of domestic programs, the long-standing conflict of quantity versus quality and of selective versus mass audiences, and the need for balance between public affairs and cultural offerings. I will try to deal with these issues succinctly, and hope that I will not end by trying your patience.

Localism is the new crowbar designed to pry loose the evil hold of eastern liberalism over public television. I think this is nonsense, and the prospect of substituting a government hold is far more perilous. No foreign broadcast system that I know of where government holds the the full program power functions effectively or democratically. Such monopolies as France, Spain and the USSR are cases in point. In England, where the BBC's near-monopoly is so often cited, government does not in fact hold any direct program power. Moreover, there is a strong commercial channel giving the BBC a sound run for the public's money, and the competition is a good thing for all. Actually the BBC London Liberal Establishment role in tv and radio coverage of the Suez crisis is widely credited with having helped to unseat the Eden government. Whether or not this is so, perhaps our government fears public broadcasting might some day try to do the same. And so pressure is brought to bear to eliminate the risk by removing the private national program powers of ptv. In this effort the White House is covertly supported by commercial broadcasters, to whom ptv has also become a threat in recent years—only one of many, to be sure, as the complexion of broadcasting shifts away from network domination on all fronts.

I contend that public broadcasting cannot function effectively to serve our public without strong national program service. What is needed is not elimination of national control, nor a substitution of a new agency dominated by government, but a new orchestration of local interests and producing capabilities with those existing at a national level. This was NET's chief role from its inception in 1952 until about 1964, supporting and improving local programming until it could justify national distribution, and complementing this with its own programs and those it acquired from abroad.

The shift at NET from 1964 onward away from local station involvement is complex, and it is true that the balance between national and local sources for NET programs was broken there, never to be fully restored, though I think the record will show greater continued participation from local stations in NET's cultural programs than elsewhere. It has been a source of personal regret that the sophisticated producing teams developed in New Orleans, Denver, San Francisco, Pittsburgh, Chicago, East Lansing, Austin and Hershey have not even been maintained, much less allowed to grow. This is work which must now be done all over again. But I gravely doubt whether this will ever occur unless local stations maintain an effective input to the decision-making process, as I believe they did at NET for most of its history, though some will not agree with me. For these reasons I support the new PBS group headed by Ralph Rogers as the most representative body in which to vest the dominant role in program decision-making for ptv.

Now as to the justification for presenting foreign-produced programs, as one responsible for many such imports over the years I have two points to make. First, I see no reason to deprive the American public of the opportunity to view truly fine foreign programs or series. The current domestic tv spectrum is not good enough by a long shot to let us be so chauvinistic. THE FORSYTE SAGA, AN AGE OF KINGS, CIVILIZATION, Rudolf Nureyev in "Sleeping Beauty", Sir Laurence Olivier in "Uncle Vanya", Sir John Gielgud in "Home", and many more were imported by NET over the years, at a fraction of the cost of domestic productions. Second, the argument should really be one of balance, and that inevitably becomes one of economics. The average foreign acquired program generally costs ptv from one fifth to one tenth what its domestically produced counterpart will require, if both are to be delivered at a comparable level of quality. This means that if public tv is to redress the balance, which I do think has been somewhat out of line in recent years, there must be more money, much much more money, to support domestic production in ptv. After all, while it may cost about $10,000 per episode in rights payments for the release here of MASTERPIECE THEATER, nobody can seriously claim that the BBC actually produced the programs seen in this series for such a pittance, especially not such examples as "The Six Wives of Henry VIII" or "Elizabeth R". Moreover all these programs are produced by executive teams who have been handling top quality drama at the BBC for up to twenty years. Where are their like today in America?

Public television cannot begin to fill the gap, in drama or in any other area where domestic production is lacking, without massive and continued infusions of funds, provided on a long-term basis. Localism must not be allowed to obscure this point, and so I reject the Administration view and support the CPB in its request for a larger two-year appropriation. This is the bare minimum needed now, if we are not to slip still further back from the crest reached by NET. However this support for CPB funding does not alter the support I have already expressed for the new PBS-stations coalition headed by Ralph Rogers as the best agency to carry the main burden of program selection, especially in any national service by interconnection.

As ptv stations will confirm, high-quality national programming has been largely instrumental in bringing public attention to them in their communities. Stations would be in deep trouble if stripped of this service, and ptv would run the risk of a return to the negligible status it enjoyed in the 1950's. But stations also need quantity, a volume of good programs, for their own producing capability is often limited in terms of available facilities, staff, funding and experience. In the 1960's this need led to the establishment of an annual quota for national program service to be provided by NET, to assure that this service would not drop below a certain volume level essential to station schedules. This quota was arrived at jointly through talks with the Ford Foundation, stations and inside NET itself. However, paired with the available NET budget, even though this had reached $6,000,000 a year by 1964, the quota meant either risking a loss of quality, or relying more heavily on good programs purchased abroad at low cost. For NET's cultural programs department I chose the latter course, and I do not regret it, for I believe the public interest was better served by bringing a higher quality across the entire breadth of the schedule for which I was responsible. However, at the same time I did join in trying to have the quota system modified, so that funds could be better concentrated on more domestic productions. Substantial changes in the quota system were finally achieved in 1970, concurrent with the merger between NET and Channel 13, but the result over the following two years was uneven, due partly to internal pressures resulting from the merger. Now in fact NET no longer exists as such, as you know, and the staff responsible for its production record has been dissolved.

Perhaps two examples will help to make clear this issue of domestic's versus imported programs. In 1970 and 1971, after the quota system was changed, two short seasons of THE GREAT AMERICAN DREAM MACHINE were almost entirely domestically produced, cost NET $4,000,000 and delivered some 35 hours of newly produced airtime, extended through repeats. This surely stands as the record for expenditures per capita in public tv. By contrast, from 1966 to 1970, while the quota system continued, the NET PLAYHOUSE series spent about the same sum providing continuous anthology drama 52 weeks a year, at an average 90 minutes a week. Of some 200 weeks of drama, only about 25 to 30 were domestically produced, several in association with local ptv stations. Yet these few absorbed over half the total drama budget for this period. The remaining 150 weeks were acquired from abroad, allowing NET to preserve the balance of its budget while maintaining uninterrupted service. Some 30 rerun weeks were scattered through across the four years—never bunched in the summertime.

What I think public television needs at the national level is a balance between these two examples, for neither is ideal. Mind you, I am not saying that a valuable high quality costly series should not be entirely produced domestically from time to time. How else will we win the right to have our own CIVILIZATION or MASTERPIECE THEATER. Part of the answer lies in longer-term planning, for greater economies can be achieved when at least some commitments can be assured one or two seasons ahead. In the drama area, the BBC frequently works three years ahead. This luxury has never yet been possible in public television here, and in the end it has cost more to give less, over a shorter span. Part of the answer also lies in concentrating less, at the national level, in filling all the local station's needs for prime time evening programs, and concentrating more on projects of high quality, justifiable and produceable only when national scheduling by interconnection is a precommitment.

I must not leave this point without making an observation about the appetite which can be seen in many places in ptv today for larger audiences, even rivalling those of commercial tv. THE GREAT AMERICAN DREAM MACHINE was designed in part as a step toward that goal, and it largely succeeded. But there is a concomitant risk for ptv in this, first that star names, current fads and undemanding content will come to dominate the program schedule; and second, that no projects of daring, whether involving newer talents, or of a more specialized nature, will be attempted. If this happens, ptv can never hope to be the breaking crest of the communications wave, showing the way and offering opportunities which others cannot muster. Public tv already finds itself too frequently imitating commercial tv formats, and holding itself back from innovation as much as it does from editorial boldness. There has been an increasing level of self-censorship in ptv of late, and current government pressures will only raise it still further. I am not advocating total freedom, or irresponsibility, or abdication of judgement. But the numbers or ratings game is catching up with ptv, and may become as great a threat to it as bureaucracy or centralization could ever dream of being. PTV must continue to serve both a large and a specialized audience, and, as AN AMERICAN FAMILY has just proved, sometimes it can even manage to do both at the same time.

Now may I add a final word about the supposed dangers of public affairs programs in contrast to the safety of cultural programs. Once again the apparent national programming imbalance goes back to NET and 1964 and the quota system. I now believe this was out of line with the needs of ptv and the public interest at the time, but its historic origins inside the Ford Fooundtaion are understandable, and the fact is that until 1964 NET had undertaken very little in the public affairs area. Despite successful examples such as HATS IN THE RING in 1960, this was not considered "educational" in the pure academic sense, which was where NET had been making its judgments in the 1950's. The 50% public affairs rule at NET continued in force after 1964, yet despite it, in 1967 the Ford Foundation launched "PBL", a weekly two-hour primarily public affairs series, operating independently of the regular NET schedule, and appearing on Sunday nights. As a consequence, back inside of NET the percentage of budget given over to public affairs was further increased, partly to keep up with "The Friendly Giant". And so, from 1967 to 1969 when "PBL" ceased, the imbalance to the disfavor of cultural offerings in ptv was especially pronounced. The New York Times printed a major story on the subject in its Sunday entertainment section on December 8, 1968, under the heading "If It's Public, Does It Have To Be Dull?"

We are still living with the inheritance of that imbalance, and if there is pressure on the CPB to give up support of public affairs, it is partly because of the combined NET–PBL–Ford track record of the past few years. However, even if the imbalance was to some extent an error in judgment, two wrongs never made a right. Dropping public affairs from ptv altogether would be a worse disservice to the American people. As you said so eloquently to Mr. John Schwarzwalder of KCTA, Minneapolis, whose own testimony on public affairs programs, with examples carefully stacked, was easily as imbalanced as the program service he came to criticize, the intent of public affairs in ptv is to educate a public on issues which the commercial networks can touch only lightly, if at all. Vested interests often prevent the major networks from dealing with certain subjects, the notable courage of CBS in countless instances notwithstanding. PTV can be there to fill the gap, and it often has, with quiet effectiveness. The proof lies in the waves it has caused.

It must be clear to all now that the government can be an equally powerful vested interest in relation to ptv as business has been in commercial tv. But it does not follow that CPB should not be allowed, indeed urged to channel funds to other agencies, to undertake public affairs programs locally and for national interconnection uses, over whose content and style the CPB should *not* have the last word. Whether this position is ever achievable, only time will tell, but the risk is not to public affairs alone.

I draw your attention to the fact that in France, ever since De Gaulle and now under Pompidou, French TV has yet to devote air time to Jean Paul Sartre or Simone de Beauvoir. These artists, two of the greatest France has produced in this century, are simply out of favor with the incumbent regime. You will not find any written edict in the files of French TV banning them, but the facts speak as loudly. Thus, if public affairs is deemed to be risky now, the wrong writer, painter or musician will be risky later.

Would public tv now run "Sticks and Bones", if CBS allowed it? Perhaps. Channel 13 in New York has offered to do so. But if the present trend against controversy in ptv continues, would it do so two years hence? I doubt it. For me, it follows that to preserve cultural freedom for ptv, you *must* preserve public affairs freedom. The elimination of public affairs is like the taking of the Sudetenland, if not the Anschluss. Let us not make Neville Chamberlain's fatal optimistic mistake.

Thank you for your patience in reading through these words. If an extension of my views should ever be of service to you or to your committee. I am at your disposal

Respectfully,

CURTIS W. DAVIS.

CURRICULUM VITAE

Curtis W. Davis, 290 West End Avenue, New York, N.Y. 10023; (212) 362-1656. Married, 2 children. Languages: French, German (fluent), Italian (some). Avocation: Composer.

1972–1973: International Poorhouse, Inc., New York City. President of my own production company, established in November, 1972, for television and feature films. In partnership with GCI Inc., New York City, am now developing a new program service for cable-tv systems, on a nationwide basis. Under contract with the Public Broadcasting Service in Washington, D.C., am developing a Young Artists Awards series, with a pilot stage in the Rocky Mountains area in the spring of 1974, and a first full national run in the 1974–75 season. Two feature films and two tv specials in development. Representative for the National Endowment for the Arts at the 1972 IMZ Dance On Television Conference, Stockholm.

1959–1972: N.E.T. (National Educational Television), N.Y. Director of Cultural Programs, 1965–1972. Responsible for a department averaging ten staff producers plus supporting staff, and budgets up to $3,000,000 each year. Department program output exceeded 100 hours per year, and sometime reached 200, in the areas of drama, arts, history, music, dance, literature, science, anthropology. The department was the winner of two Peabody Awards, in 1967 for USA: ARTS and 1969 for NET Playhouse.

Executive Producer/Producer, 1959–1972. An American Family (1971–72) Executive Producer. A twelve part series on film portraying the real lives of Mr. & Mrs. William C. Loud of Santa Barbara, California, their five children, their life style and divorce.

Vibrations (1971–72) Executive Producer. A twenty-week series of hours in all forms of music, ranging from rock to renaissance, Marilyn Horne to Charlie Pride. Hosted by Robert Sherman of WQXR, partly underwritten by Standard Oil. 1972 Esquire Award for Business in the Arts.

Stravinsky Remembered (1971) Executive Producer. This was the first special to appear on American television since the composer's death, recapitulating highlights of his life, and featuring a performance of "The Emperor's Nightingale", as well as an interview with Vera Stravinsky, the composer's widow, and Robert Craft, his long-time aide.

Fanfare (1970–71) Executive Producer. A series of music specials in all areas, from opera to country music. Emmy Award Nominee 1971 for "Swan Lake" (CBC) in Best Classical Music Program category.

Welcome to Fillmore East (1970) Executive Producer. With Bill Graham, impresario of the Fillmores, shared in conceiving and executing this hour special, the only television portrait of the famed rock emporium.

Leopold Stokowski (1968–70) Executive Producer. Profile of the noted conductor, in rehearsal and in recordings, in travel and in study, in New York and London. Emmy Award 1971 as Best Classical Music Program.

Net Festival (1968–70) Executive Producer. Specials in music, art and literature. Emmy Award 1970 for "Cinderella" (CBC) as Best Classical Music Program.

Net Playhouse (1966–69) Executive Producer. The first weekly drama anthology series to appear on American television since the disappearance of the genre on commercial TV in 1960. 25 domestic productions mounted in the first three seasons, virtually all by American authors, and some in association with outstanding regional American theater companies (American Place, ACT, Theater Co. of Los Angeles, Tyrone Guthrie Theater). Also presented productions from Canada, England, France, Germany, Japan. Emmy Award 1969 as Best Dramatic Series. Emmy Award Nominee 1967 and 1968 in same category. Peabody 1969.

The Creative Person (1965–67) Executive Producer. Profiles of outstanding artists in all fields, from Eero Saarinen to Leonard Baskin. 80 program series.

USA: Arts (1965–66) Executive Producer. The contemporary artist in America, his current work and the climate for it, in poetry, theater, the novel, music, dance, painting. 80 program series, scheduled two per week. Shared in Peabody Award 1967.

Charles Ives: The Fourth Symphony (1965) Producer. A special with Leopold Stokowski and the American Symphony, taped ten days after the world premiere.

An Hour with Joan Sutherland (1965) Producer. A special combining performance and interview, with orchestra led by Richard Bonynge, and featuring Marilyn Horne and John Alexander, hosted by Terry McEwen. Emmy Award Nominee 1966.

Art and Man (1961–64) Executive Producer/Co-Producer. Documentaries on painters and sculptors co-produced with Jean Marie Drot, French Television Network. Winner of Prix Italia 1965 for "Chess Games With Marcel Duchamp".

1958–59: Council For The Humanities, Boston, Mass.

Associate Director for Film. A project to produce a filmed course in the humanities, in 168 episodes. Pilot series of 12 on drama completed, in association with Yale University and the Stratford Company of Canada. Supported by the

Fund for the Advancement of Education. Drama series still widely used by high schools and junior colleges throughout the country, via television and classroom projection (Encyclopaedia Britannica Films). Shared in designing course structure, responsible for planning and control of production schedule and budget.

1953–58: Louis de Rochemont Associates, New York City.

Production Manager, NY Office (1955–58). Responsible for budget, equipment and film stock control on feature "Windjammer", documentary "The First 99". Supervisor and coordinator on U.S. Government contract for the design and construction of motion picture studios and laboratories in Indonesia and Burma (liaison to field).

Production Assistant (1953–55). Assigned to U.S. location team for feature "Cinerama Holiday", and first trial camera runs in CineMiracle system (for 'Windjammer'). Handled part of publicity campaign for feature "Martin Luther" and "Animal Farm".

Writer (1954–55). Co-author of feature film script treatment on the life of J. S. Bach (with Lothar Wolff) for Lutheran Church.

1953: Hessisches Staatstheater, Wiesbaden, Germany. Volunteer assistant stage manager for eight months at this state opera house, including the 1953 May Festival.

1951–53: U.S. Army, 37th Engineers (radio operator).

1950–51: ABC Television Network. Traffic Manager.

1949–50: Wagner-Nichols Recorder Corp. Production Manager.

1945–49: Columbia University. B.A. (granted with Special Distinction in Music) (also received five years private training in theory and composition).

Member: The New England Society (1972). The Century Club (proposed in 1972). Who's Who (1973–74 edition).

ROCKY MOUNTAIN CORPORATION FOR PUBLIC BROADCASTING,
Albuquerque, N. Mex., April 6, 1973.

Hon. JOHN O. PASTORE,
U.S. Senate, Chairman, Subcommittee on Communications, Senate Commerce Committee, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR PASTORE: As principal officers of the Rocky Mountain Corporation for Public Broadcasting (RMCPB) and the Rocky Mountain Public Broadcasting Network (RMPBN), we are pleased that your committee is considering S. 1090, which will provide continued authorization and improved funding for both CPB and the Educational Broadcasting Facilities program, and we appreciate this opportunity to comment on the implications of S. 1090 with respect to the needs of public broadcasting in the Rocky Mountain states.

RMCPB is the basic mechanism for interstate cooperation in public broadcasting in our region and is unique as a public broadcasting entity. Its Board of Directors is appointed by the Governors of our states and is thus responsible to the states. Its purposes and functions regionally parallel those of CPB nationally.

RMPBN is a major division of RMCPB, with its own Board of Governors composed of the Managers of the affiliated public television stations in the region. It is responsible for operation of the regional network and the Rocky Mountain Regional Delay and Origination Center. The Center feeds national programing to our stations at times appropriate to our Mountain Time Zone audiences and originates, under regional control, regional programs for regional use. Centralized delay feed meets a multiple necessity at a single point and cost, while origination can make available the resources of all to each. Capital expenditures for RMRDOC by RMCPB through June, 1972 total $360,752.

The pattern of financial support for regional activities is diverse and unusual. Present funding is from our stations and states as well as from CPB. National support was first available in increasing amounts and then to diminishing degree over a three year period to only $25,000 in the current fiscal year.

We have requested CPB resume support of basic center functions at cost so that continuing regional input can be devoted to expanded regional programing and development. CPB is willing to accept support responsibility but pleads lack of funds this year at the continuing resolution level of $35 million. CPB further indicates its intention to fund all regional delay operations equitably in FY '74. National funding support of national programing delay costs is both appropriate and essential to the viability of the regional enterprise.

As you know, CPB's Community Service Grants to local stations were intended to enhance local programing activities of the stations. This year's limited funding has resulted, in our region, in local station grants $5,000 and more under those of FY '72 instead of the $25–40,000 increase anticipated at the requested FY '73 level. Hence, if localism is truly to be enhanced in FY '74 and beyond, it is essential that increased national support levels be available to local stations.

We are equally concerned with the necessity for continued authorization and increased funding for the Educational Broadcasting Facilities program. Two of our states—Montana and Wyoming—still have no public television stations. And there are currently one file from Rocky Mountain states 2 station activation applications and 5 improvement/expansion requests, with at least 3 more shortly to be submitted. Since most of our stations will still fall short of appropriate state-of-the-art facilities capability and local share funding is anticipated as required, we can anticipate in the region no lessening of demand for facilities program availability. And, in view of the backlog of qualified applications remaining when FY '73 funding is exhausted, we consider the bill's facilities program provisions utterly essential to meet the needs of our citizens in the years ahead.

We therefore recommend the provisions of S. 1090 and request favorable consideration and action by your committee.

Respectfully submitted,

(s) George C. Hatch,
Chairman of the Board, RMCPB.
(s) Robert H. Ellis,
President, Board of Governors, RMPBN.
E. W. Bundy,
Executive Director.

Eastern New Mexico University,
April 6, 1973.

Senator John O. Pastore,
Chairman, Senate Communications Subcommittee, New Senate Office Building, Washington, D.C.

Dear Senator Pastore: This university would like to make it known its support of S. 1090, which includes support of the Corporation for Public Broadcasting.

At the present time we have an application pending to operate an education television station. We are very greatly interested in public broadcasting, particularly as regional efforts are concerned. The grants being funded from the Corporation for Public Broadcasting to local educational television stations make it possible to serve the people in our areas. This service is most important, since mass communications are a vital link in a democracy.

May we please urge your support of S. 1090.

Sincerely,

Charles W. Meister,
President.

Public Broadcasting Service,
Washington, D.C., April 9, 1973.

Hon. John O. Pastore,
U.S. Senate, New Senate Office Building,
Washington, D.C.

Dear Senator Pastore: I wish to thank you for giving me the opportunity to express the views of the governing boards of the local public television stations throughout this country to the Subcommittee.

When I testified before you, I represented that a new organization would be formed to bring the television licensees into one cohesive group governed by interested public citizens, all of whom represent various local stations. It is with great pleasure that I can now offer, for the record, this first communication from this new organization to this Subcommittee, together with a copy, also for the record, of our first communication with the Board of Directors of CPB.

Sincerely,

Ralph B. Rogers,
Chairman of the Board of Governors.

Enclosure.

PUBLIC BROADCASTING SERVICE,
Washington, D.C., March 31, 1973.

Hon. THOMAS B. CURTIS,
Dr. GLORIA L. ANDERSON,
Mr. ROBERT S. BENJAMIN,
Mr. THEODORE W. BRAUN,
Mr. ALBERT COLE,
Mr. NEAL B. FREEMAN,
Mr. MICHAEL A. GAMMINO, Jr.,
Mr. JOSEPH D. HUGHES,
Dr. JAMES R. KILLIAN, Jr.,
Mr. IRVING KRISTOL,
Mr. HENRY LOOMIS,
Mr. THOMAS W. MOORE,
Mr. FRANK PACE, Jr.,
Mr. FRANK E. SCHOOLEY,
Mr. JACK VALENTI,
Mr. JACK WRATHER,

DEAR DR. ANDERSON AND GENTLEMEN: The boards of a new organization, formally created on March 30, 1973, and named the Public Broadcasting Service, have given me the honor of sending this, our first communication, to the members of the board of the Corporation for Public Broadcasting.

For your information, legal counsel advised the three organizations (the Board of Governing Chairmen, Public Broadcasting Service, and the Educational Television Stations Division of the National Association of Educational Broadcasters) that the creation of this new organization—which might be looked upon essentially as a merger among the three previously existing entities—could most effectively be accomplished by using the then existing corporate shell of PBS. The procedure adopted was to ask the members of that corporation to change its bylaws to accomplish the objective of creating a new organization.

All the talent and facilities of the three previous entities are included in this new organization. This enables it to proceed to perform all the necessary functions without disruption or inconvenience to anyone.

After proper legal steps were taken for a duly constituted meeting, you will be interested to know that there was only one vote cast in opposition to the resolution.

The reason we feel you should have these details are

1. The new organization is committed to the principle that every action it takes be open to the public. More specifically, you are hereby informed that our actions, our books, and even the agendas of our membership and board meetings will be available to the board of the Corporation for Public Broadcasting. Should any or all members of your board care to attend any meeting of our board, you are invited and will be welcome.

2. The vote of the membership to revise the bylaws of PBS was significant because it was taken by an organization of licensees in which the professional managers were the representatives of the licensees. Should anyone have ever questioned the dedication of these professionals to the development of the most constructive public television service for all the people of the United States, their vote is an eloquent answer.

Since the matters we wish to communicate to you are so many, we are sending several enclosures with this letter. It is possible that due to the length of our agenda on this Saturday—the first meeting of our boards—some of the enclosures may follow the arrival of this letter by a day or two.

You may be surprised that the name of our organization is identical with one of the previous entities. However, it was the overwhelming opinion of the over 300 persons present that the public had invested so much in the name and logo of PBS that to name this new organization anything else would be inadvisable and even recklessly wasteful. Nevertheless, you will readily see from the first enclosure—the bylaws of the new PBS—that it is indeed a new organization both in concept and composition.

All licensees present at the meeting unanimously agreed that each of the 147 licensees are entitled to membership in the new organization.

It would be inappropriate to close this first communication without expressing to your board, and most particularly to the members of your board who testified before the Pastore committee last Wednesday, the sincere appreciation of the licensees not only in support of the bill but in the expressions of cordial partnership and cooperation which they fully expected would result. We pledge ourselves to that same end.

Sincerely,

Ralph B. Rogers, *Chairman,*
Board of Governors.

Enclosures.

Initial Board of Governors Public Broadcasting Service

Chairman Ralph B. Rogers, First Vice Chairman Sidney L. James, Second Vice Chairman Mrs. Allan E. Charles and Third Vice Chairman Edmund F. Ball.

WIPB, Muncie, Ind.—Edmund F. Ball, Chairman, Ball Corp., Muncie, Ind. 47302. (317/284-8441).

KQED, San Francisco—Mrs. Allan E. Charles, 850 Francisco Street, San Francisco, Calif. 94109. (415/885-3169).

WKAR, East Lansing, Mich.—Mrs. Edward Cole, 3171 Kirkway, Bloomfield Hills, Mich. 48013. (313/626-5489).

Louisiana Educational Television Authority—Moise W. Dennery, McCloskey, Dennery & Page, Hibernia Bank Building, New Orleans, La. 70112. (504/524-3666).

WSKG, Binghampton, N.Y.—Salvatore A. Fauci, Simonds & Fauci, 43 Washington Avenue, Endicott, N.Y. 13760. (607/754-0711).

WUNC, Chapel Hill, N.C.—William Friday, President, University of North Carolina, General Administration Building, Chapel Hill, N.C. 27514. (919/933-2891).

WDCN, Nashville, Tenn.—Alfred C. Galloway, President, Community Federal Savings & Loan Association, 2605 Jefferson Street, Nashville, Tenn. 37208. (615/329-0858).

WWVU, Morgantown, W. Va.—James G. Harlow, President, West Virginia University, Morgantown, W. Va. 26506. (304/293-5531).

WCET, Cincinnati—C. Bart Hawley, Central Region Manager, Borden Chemical Division of Borden, Inc., 925 Laurel Avenue, Cincinnati, Ohio 45246. (513/761-4300).

Nebraska Educational Television Commission—Philip Heckman, President, Doane College, Crete, Nebr. 68333. (402/826-2161).

Georgia Educational Television Network—Roy A. Hendricks, Chairman, Georgia State Board of Education, Post Office Box 177, Metter, Ga. 30439. (912/685-2166).

WNET, New York—Ethan A. Hitchcock, Webster, Sheffield, Fleischmann, Hitchcock & Brookfield, One Rockefeller Plaza, New York, N.Y. 10020. (212/582-3370).

WETA, Washington, D.C.—Sidney L. James, 2101 Connecticut Avenue NW., Washington, D.C. 20008. (202/265-9857).

WGBH, Boston—John Lowell, Welch & Forbes, 73 Tremont Street (Suite 1034), Boston, Mass. 02108. (617/523-1635).

WMEB, Orono, Maine—Donald R. McNeil, Chancellor, University of Maine, 228 Deering Avenue, Portland, Maine 04102. (207/774-9845).

WTTW, Chicago—Newton N. Minow, Sidley & Austin, One First National Plaza (Suite 4800), Chicago, Ill. 60670. (312/329-5400).

KERA, Dallas—Ralph B. Rogers, Chairman, Texas Industries, Inc., 8100 Carpenter Freeway, Dallas, Tex. 75247. (214/637-3100).

WMFE, Orlando, Fla.—Mrs. Bert E. Roper, Box 42E, Route 1, Winter Garden, Fla. 32787. (305/656-3698).

Maryland Center for Public Broadcasting—Leonard H. Rosenberg, President, Chesapeake Life Insurance Co., 527 St. Paul Street, Baltimore, Md. 21202. (301/727-3400).

WTIU, Bloomington, Ind.—John W. Ryan, President, Indiana University, 200 Bryan Administration Building, Bloomington, Ind. 47401. (812/337-7922).

KCET, Los Angeles—H. Russell Smith, President, Avery Products Corp., 415 Huntington Drive, San Marino, Calif. 91108. (213/799-0881).

Mississippi Authority for Educational Television—Irby Turner, Jr., Post Office Box 519, Belzoni, Miss. 39038. (601/247-2361).

Kentucky Educational Television—Richard VanHoose, Superintendent, Jefferson County Public Schools, 3332 Newberg Road, Louisville, Ky. 40218. (502/456-3251).

KCTS, Seattle, Wash.—Robert G. Waldo, Vice President for University Relations, University of Washington, 400 Administration Building, Seattle, Wash. 98105. (206/543-2560).

KUHT, Houston, Tex.—Frank Wozencraft, Baker & Botts, 3000 One Shell Plaza, Houston, Tex. 77002. (713/229-1234).

INITIAL BOARD OF MANAGERS—PUBLIC BROADCASTING SERVICE

Chairman Robert F. Schenkkan, Vice Chairman Frederick Breitenfeld, Jr.

George E. Bair, Director of Educational Television, WUNC/University of North Carolina, General Administration Building, Chapel Hill, N.C. 27514. (919/933-6391).

Frank Barreca, Manager, KUAT/University of Arizona, Tucson, Ariz. 85721. (602/884-1434).

Frederick Breitenfeld, Jr., Executive Director, Maryland Center for Public Broadcasting, Owings Mills, Md. 21117. (301/356-5600).

Martin P. Busch, Executive Director/South Dakota ETV, Network & Director of Telecommunications/University of South Dakota, University of South Dakota, Vermillion, S. Dak. 57069. (605/677-5277).

Henry J. Cauthen, General Manager, South Carolina Educational Television Commission, Drawer L, Columbia, S.C. 29250. (803/758-7333).

J. Michael Collins, President and General Manager, WNED, Hotel Lafayette, Buffalo, N.Y. 14203. (716/854-4756).

Betty Cope, General Manager, WVIZ, 4300 Brookpark Road, Cleveland, Ohio 44134. (216/398-2800).

Dona Lee Davenport, Station Manager and Program Manager, WTVI/Charlotte-Mecklenburg Board of Education, 42 Coliseum Drive, Charlotte, N.C. 28205. (704/372-2442).

Robert H. Ellis, Manager, KAET/Arizona State University, Tempe, Ariz. 85281. (602/965-3506).

Lawrence T. Frymire, Executive Director and General Manager, New Jersey Public Broadcasting Authority, 1573 Parkside Avenue, Trenton, N.J. 08638. (609/882-5252).

Donald McMeans, Director of Community Services, New Jersey Public Broadcasting Authority, 1573 Parkside Avenue, Trenton, N.J. 08638.

Arthur A. Paul, General Manager, KVIE, Box 6, Sacramento, Calif. 95801. (916/922-6563).

O. Leonard Press, Executive Director, KET/Kentucky State Board of Education, 600 Cooper Drive, Lexington, Ky. 40502. (606/233-0666).

Fred J. Rebman, President, WJCT, 2037 Main Street, Jacksonville, Fla. 32206. (904/354-2806).

William T. Reed, General Manager, KIXE, Box 9, Redding, Calif. 96001. (916/241-7900).

Robert F. Schenkkan, President and General Manager, KLRN/University of Texas, Southwest Texas Educational Television Council, Box 7158, Austin, Tex. 78712. (512/471-1631).

Robert L. Shepherd, Executive Vice President and General Manager, WDCN/Metropolitan Board of Education, Box 12555, Nashville, Tenn. 37212. (615/292-6605).

John D. Summerfield, General Manager, KPBS/San Diego State College, 5402 College Avenue, San Diego, Calif. 92115. (714/286-6415).

Paul K. Taff, President and General Manager, Connecticut Public Television, 24 Summit Street, Hartford, Conn. 06106. (203/278-5310).

Donald V. Taverner, President and General Manager, WETA, 3620 Twenty-seventh Street South, Arlington, Va. 22206. (703/820-4500).

Charles W. Vaughan, President and General Manager, WCET, 2222 Chickasaw Street, Cincinnati, Ohio 45219. (513/381-4033).

STATE OF NEW MEXICO,
OFFICE OF THE GOVERNOR,
Santa Fe, April 9, 1973.

Hon. JOHN O. PASTORE,
Chairman, Subcommittee on Communications, Senate Commerce Commission, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR PASTORE: I understand the Committee has been conducting hearings on S. 1090 to authorize continued and improved funding for the Corporation for Public Broadcasting and the Educational Broadcasting Facilities program.

As Chairman Governor of the Federation of Rocky Mountain States, I look back on a history of consistent Regional support for public broadcasting by the Rocky Mountain States and wish to reiterate our concern and interest. Since 1965, the Governors of our State have been collectively concerned with Regional development of public broadcasting and its potential sharing of our educational resources. To this end, we have created the Rocky Mountain Corporation for Public Broadcasting and support its efforts, the Rocky Mountain Public Broadcasting Network and the Regional Delay and Origination Center. Our states and stations contribute the major share of the support requested.

In my judgment, it is critically important to our stations and the regional activity that proposed national support levels be available to them. In turn, this [illegible] support depends on funding authorized by S. 1090.

[illegible] own state of New Mexico, KNME-TV, Albuquerque, is in its 15th year [illegible] to New Mexicans. Our second station goes on the air this month in [illegible] Our Legislature has appropriated funds for both our participation [illegible] and for the local share of activating our third station at Portales. [illegible] ico University's grant is now pending. There is also on file a lon[illegible] sion application from Albuquerque. From the other Rocky Moun[illegible] e are on file one additional activation request and four other [illegible] nsion requests. We anticipate the early filing of at least three mo[illegible] f our states, Montana and Wyoming, as yet, have no public TV [illegible] n, therefore, foresee no decrease in demand for the facilities progra[illegible] of the backlog of qualified applications, I consider the proposed funding [illegible] on essential if the special needs of citizens in our wide-open spaces ar[illegible]

I, therefore, recomm[illegible] vision of S. 1090 and urge your favorable consideration of it.

Sincerely,

BRUCE KING,
Governor of New Mexico.

[Telegram]

Senator HOWARD H. BAKER,
Capitol Hill, D.C.

DEAR HOWARD: I understand your Committee on Commerce has left the hearing record open until tomorrow, April 6, on Bill S. 1090. I wish for the following to be entered into the hearing record as Chairman of the Friends for Channel 2, WSJK in Knoxville, Tennessee, I would simply like to state the following #1 that the CPB board must be independent of the administration in power that we have a board of integrity balancing judgement on what is best for a non political network. #2 that we have a clearing point for a centralized index system for recording our history on film and tape for posterity. #3 that local stations have the flexibility to make their own schedules and the CPB board help give them variety. #4 that the CPB board will maintain authority and the responsibility for deciding how the Federal funds are spent.

Sincerely yours,

E. S. BEVINS Jr.,
Route 6, Concord, Tenn.

STATEMENT ON BEHALF OF PUBLIC RADIO LICENSES

To: Senate Subcommittee on Communications, Chairman, John Pastore.
From: National Educational Radio (NER), a division of the National Association of Educational Broadcasters.
Date: April 3, 1973.

We have followed very closely the oral hearings held last week regarding S. 1090, and now wish to submit the following statement concerning public radio's support for this legislation. We believe the information contained herein concerning public radio's recent achievements and its future needs is very relevant to your current deliberations and, along with the testimony of others, merits subsequent consideration by the Congress.

The preoccupation of most witnesses at your hearings with the present problems of public television is entirely understandable. In some respects we in public radio share their concerns. But the program activities and structure of public radio in the past five years have been so different from those of public television, and the public radio licensees and CPB, acting together, have approached the development of public radio in a manner so different from that employed in public television that, in our judgment, your record of recent achievements in public broadcasting would be incomplete without the following information, which we respectfully request you to include in the formal record of your proceedings.

The remarkable achievements of public radio since 1967 have been made possible largely by the passage of the Public Broadcasting Act and by subsequent establishment of a "Policy for Public Radio Assistance" developed through partnership of local stations' duly constituted representatives (including our own board members) and the Corporation for Public Broadcasting.

Since the inception of these joint efforts in 1969, the number of American People able to receive a high quality and diversified noncommercial public radio service has grown from 72 million to 137 million . . . an increase in four years of 90.2%. The number of full-service radio stations with basic professional staffs has grown from 73 to 140 . . . an increase in four years of 91.7%. Over the same period the number of actual hours of public radio broadcast service provided to the public has increased nearly 300%.

This spectacular improvement in public communications had not previously occurred in the half century that we had known radio in this country. Noncommercial radio had been thought of by many licensees primarly as a training ground for future broadcasters. Others had been able to fund it exclusively as an aid to formal instruction. Still other licensees had gone a good way toward a fully developed broadcasting service and in a few instances had provided remarkable demonstrations of radio's broad potential. But never before had it been possible to marshall local and national resources to develop a strong national program service, to build a significant number of new stations to serve new audiences, and to staff those stations with personnel possessing sufficient competence to create programing that would make a difference in the lives of the people who listened.

Because of the dollars which the Congress has made available over the past four years, *all* of these things are now happening. The matching grants of the Educational Broadcasting Facilities program under HEW have helped to create 36 new stations and to expend or improve the facilities of 56 which heretofore were substandard. Appropriations to the Corporation for Public Broadcasting and then allocated by CPB to radio have been divided almost equally between support for the much needed national program service, National Public Radio, (NPR), and the support for local stations.

National Public Radio, (NPR), guided by a board comprised of both station managers and public lay members, systematically elicits from all licensees in its network their own individual judgments as to the kinds of programs necessary to enable their local stations to respond to local community needs. NPR then either produces the programs itself, acquires them from other producers in this country or abroad, or arranges for their production by local stations themselves.

Better than 75% of the local stations *do* provide program materials for use on their national network. The resulting NPR service thus includes viewpoints, attitudes, and resources from all parts of the country—not just the so-called "eastern establishment"—presented in the style of a great many different producers and editors and reporters. The listener therefore is treated to a uniquely diversified mosaic of program fare reflecting the very diversity of America itself. An average of 25 hours per week of programs of this kind together with materials from such distinguished overseas broadcasters as the BBC and live coverage of Congressional hearings and other events in this country in unedited form, afford local listeners education, cultural, and informational opportunities never before possible.

140 local stations now receive funds in accordance with criteria developed jointly by CPB and representatives of local licensees. They use their federal dollars to do things they otherwise could not do. In FY 1972, 39 of them increased their local production capability; 45 of them purchased excellent programming from outside sources which otherwise they couldn't afford; 48 of them strengthened their promotion and publicity. But the great majority of stations use their communtiy service grants to employ additional professional staff. In FY 1972, 288 individuals were newly employed in public radio using these dollars—and while they may not sound like very many people, it constituted an average increase in local stations' full-time staffs of 28.3%!

No one is proposing that the federal government should provide a dominant share of operating funds for local stations. In FY 1971 the federal share amounted to only 13.6% of total public radio income, and station representatives have gone on record as being opposed to more than about one-third of their support originating frm federal sources. But the figures we have cited should make clear the fact that the *federal dollars provide the critical difference* that enables the local station to demonstrate its own potential in a more effective manner. In addition to making possible a better service, the dollars from Congress provide *an incentive for stronger local support*. The best evidence of this is the fact that since federal funds have been available for public radio station development, all types of financial support for public radio have increased significantly. Between FY *70* and YF *71*, total income of CPB qualified public radio stations increased 29.3%. This figure should be of great interest to a Congress concerned with wise expedinditure of federal dollars and the results thereof.

These are some of the reasons why our member stations are so strongly in favor of this current legislation—S. 1090. We believe it will enable public radio to continue its growth by allowing better planning—since it provides a *two-year authorization* rather than *only one year*, which is wholly inadequate. Because it increases the total authorization for facilities and also the span of years over which such matching assistance can be available, this bill will stimulate new stations. Such stimulation is important because public radio is currently available to only about 60% of the country. Of the top 100 population centers, 37 are still without full-service public radio. Since radio has received only $4.38 million out of a total of $72.2 million so far granted through the Educational Broadcasting Facilities Program, S. 1090 will make it possible for radio to make up lost ground.

As additional stations are built, the cost of interconnecting them and providing them with the national program service increases. S. 1090 can accommodate those increased costs along with a modest improvement in the quality and quantity of the NPR service.

CPB will be enabled under the proposed levels of authorization to provide special incentive grants to stations as yet unable to qualify for basic community support grants. This is a major concern of a number of our member stations, but is a need which has been unmet largely due to the limited dollar amounts available to CPB under previous appropriations. In addition to a larger number of incentive grants, as operating costs increase commensurate with extended and improved local station services, the basic community service grants to stations already qualified for CPB support can be modestly increased—with results comparable to those described earlier.

Public radio also badly needs other kinds of assistance which the Public Broadcasting Act of 1967 designates as responsibilities of the Corporation for Public Broadcasting: personnel training to improve the level of professionalism and ultimately the effectiveness of the service, experimentation to discover additional possibilities in the radio medium which can be employed toward the public good, research to determine radio's effect on its listeners so that future planning can be undertaken in terms of results to date.

These needs—along with others described earlier—are not mere generalities. They are the result of careful scrutiny over the past ten months by a special

Task Force of local station licensee representatives, board members of the national program service, and the radio staff of CPB. This group has involved itself in a comprehensive and deliberate effort to identify all needs and to establish priorities and necessary funding levels if public radio is indeeded to fulfill its potential in our national life. The results of this intensive study are contained in "The Public Radio Plan" which shortly will become part of an overall plan for long-range development of all of public broadcasting. Since other plans currently under study by the Long Range Financing Task Force were submitted to you during the hearing, we are appending a copy of "The Public Radio Plan" to this statement. Its thoroughness and careful attention to detail are evidence of the kind of cooperative planning which today is a hallmark of the public radio partnership between licensee representatives, the national program service (NPR), and the Radio Activities Office of CPB.

Speaking for the 158 licensees of public radio stations which constitute our Association, it is a pleasure to submit to the Congress this record of public radio's accomplishments since the inception of federal assistance—and to assure you that the passage of S. 1090 will, in our view, make possible the next logical steps in forming a fully developed public radio service . . . according to plans made jointly and cooperatively by the Corporation for Public Broadcasting and duly constituted representatives of the local licensees themselves.

Respectfully submitted by:

James Robertson, Executive Director, National Educational Radio; for the *Board of Directors of National Educational Radio*; Hubert V. Cordier, (chairman), Director Boadcasting, WSUI-KSUI, University of Iowa, Iowa City, Iowa; Burt Harrison, (vice chairman), manager, KWSU, Washington State University, Pullman, Wash.; William Giorda, Station Manager, KUT, University of Texas, Austin, Tex.; John Gregory, Station Manager, KPCS-FM, Pasadena Community College, Pasadena, Calif.; Ruane B. Hill, General Manager, WUWM-FM, University of Wisconsin/Milwaukee, Milwaukee, Wis.; Donald F. Holloway, Director Public Broadcasting WMKY-FM. Morehead State University, Morehead, Ky.; Clyde Robinson, Chief Engineer, KUOP-FM, University of the Pacific, Stockton, Calif.; Walter Sheppard, Station Manager, WITF-FM, Public Broadcasting Council of South Central Pennsylvania, Inc., Hershey, Pa.; Patricia L. Swenson, Station Manager, KBPS-AM, Portland Public Schools, Portland, Ore.

PBS PROGRAMMING
PUBLIC
BROADCASTING
SERVICE
485 L'ENFANT PLAZA WEST S.W. WASHINGTON D.C. 20024

FALL SEASON 1972

October, November, December

AN EVALUATION BY PBS PROGRAM MANAGERS

Pepper Weiss
Research Associate
February 9, 1973

CONTENTS

Methodology ii

Overall Service Evaluation Overview iii

Individual Series Evaluation Overview iv
    Individual Series Data ix

I. OVERALL SERVICE EVALUATION

Response 1
Proportion of Hours
  a. Audience Categories 2
  b. Content Categories 2
Balance and Range 3
Exceptional Series 5
Series Alternatives 7

II. INDIVIDUAL SERIES EVALUATION

Firing Line 17
Sesame Street 20
The Advocates 23
Thirty Minutes With 26
Book Beat 29
The French Chef 31
Masterpiece Theatre 34
Specials of the Week 37
The Electric Company 41
Black Journal 43
Soul 47
World Press 50
Zoom 52
Wall Street Week 55
A Public Affair/Election '72 58
Playhouse New York 62
Washington Week in Review 66
Just Generation 68
Family Game 72
Dateline America 76
Bill Moyers' Journal 79
International Performance 83
Carrascolendas 87
Behind the Lines 90
Mister Rogers' 93

APPENDICES

A. Respondents A-1
B. Programming Categories B-1
C. Series Target Audiences and Objectives C-1
D. Overall Service Evaluation Tables D-1
E. Individual Series Evaluation Tables E-1

METHODOLOGY

The OVERALL SERVICE EVALUATION Form and the INDIVIDUAL SERIES EVALUATION Form were designed to obtain programming information on the 1972 PBS Fall Season, October, November, December, from the program managers of PBS member stations. The program managers were mailed packets containing the Overall Service Form, the Individual Series Evaluation Forms, and supportive papers. They were given three weeks in which to complete the forms.[1] The forms contained eighteen questions about the overall PBS winter service and nine questions for each of twenty PBS series aired during the fall season. Question formats were a combination of 1 - 5 Likert-type scales, yes/no, listings and exposition. The forms were revised editions of forms used over the past year. Complete evaluations forms were returned by 108 licensees (80.6%).

The variables of geographic region, potential population classification, and licensee group were considered. All program manager, and audience comments were read, and some of their comments are included in the report. The selection is arbitrary and attempts to show the range of comments, not the balance.

The forms were coded and the data keypunched. These cards were transferred to magnetic tape. FORTRAN computer programs were designed at the Brookings Institution Social Science Computer Center and run on its DEC System 10 (Digital Equipment Corporation).

---

[1] The forms for two additional series were sent via DACS at a later date.

OVERALL SERVICE EVALUATION
Fall Season 1972

OVERVIEW

Respondents:* 108 licensees (80.6%), 187 transmitters (85.8%)

Proportion of Programming Hours (1 = too much 5 = too little):

Audience	
CHILDREN	3.1
GENERAL	3.4
SPECIALIZED AUDIENCE	3.0
Content	
CULTURAL	3.0
EDUCATIVE, INFORMAL	3.6
PUBLIC AFFAIRS	2.8

Balance and Range within Programming Categories:
(1 = very good 5 = poor)

CULTURAL	
The Arts	2.7
Human Relations	3.2
Sports and Recreation	3.8
EDUCATIVE, INFORMAL	3.2
PUBLIC AFFAIRS	2.8

Exceptional Series:

CULTURAL
- MASTERPIECE THEATRE
- INTERNATIONAL PERFORMANCE
- SPECIAL OF THE WEEK

EDUCATIVE, INFORMAL
- SESAME STREET
- ELECTRIC COMPANY
- MISTER ROGERS'

PUBLIC AFFAIRS
- SPECIAL OF THE WEEK
- THE ADVOCATES
- FIRING LINE

---

* The forms for thirteen licensees were received after data compilation. (95 licensees (70.9%), 161 transmitters (73.9%)

INDIVIDUAL SERIES EVALUATION

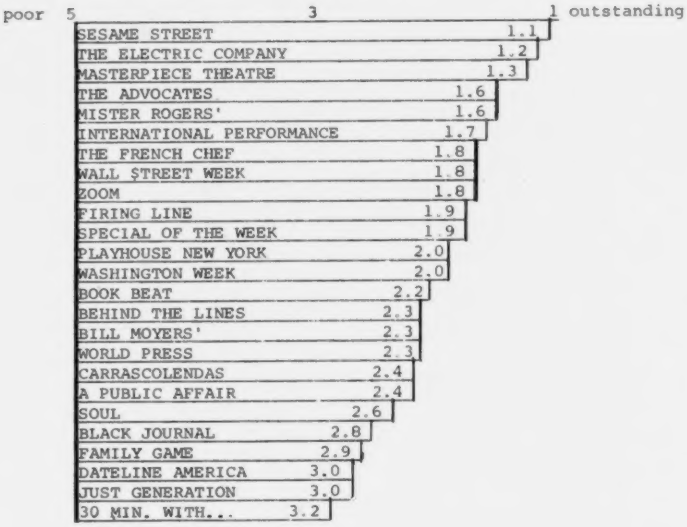
OVERVIEW

Program managers were requested to evaluate the twenty-five series fed to PBS member stations during the 1972 fall season.

Three series, "Sesame Street," "The Electric Company," and "Masterpiece Theatre" received an outstanding rating in the program managers' overall evaluation of series. Sixteen series received a "good" rating and six an "average" rating.

Program Managers' Overall Evaluation of Series

TABLE A

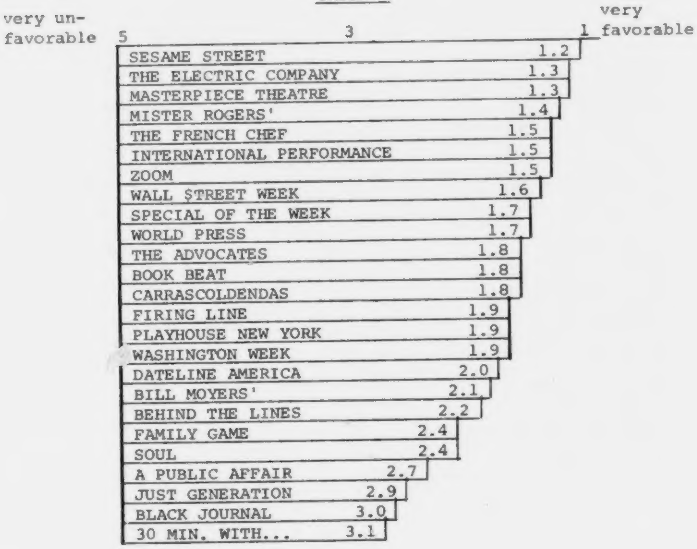


Licensees receiving audience response to series ranged from 20.5% for "Dateline America" to 91.6% for "Masterpiece Theatre." Seventeen of the series generated audience response for 50.0% or more of the respondents.

The amount of audience response was considered high by more than half of the program managers for "Sesame Street," "Masterpiece Theatre," and "The Electric Company." Response was considered normal by at least one-half of the program managers for thirteen of the series. Low audience response was reported by more than one-third for eight of the series.

Overall Audience Response

TABLE B



The general tone of the audience response to seven of the twenty-five series was very favorable. Fourteen series received favorable response, and four series received a proportion of mixed response.

The percentage of stations receiving local press reaction in columns and reviews ranged from 9.5% for "Thirty Minutes With..." to 63.2% for "Masterpiece Theatre." Press reaction was noted by more than one-half of the licensees for four series.

The program managers reported that four series received very favorable local press reaction: "Sesame Street," "The French Chef," "The Electric Company," and "Masterpiece Theatre." Sixteen of the other series received at least a favorable, and five received generally mixed reactions.

For twenty-three of the series, at least two-thirds of the program managers felt that the stated objective(s) of the series were met. For the other two, however, "Just Generation," and "The Family Game," more than four-fifths of the program managers felt the objectives were not met. (See Appendix C)

For all series at least 60.0% of the program managers indicated that the stated objective(s) were appropriate for category I of the national service. For eight of the series the percentage was above 90.0%.

More than two-thirds of the program managers felt that the national service needs nineteen of the series on a continuing basis to meet the stated objectives. For the other six series at least 15.0% felt the stated objectives could be met with a continuing series other than the one presently being offered.

More than one-third of the program managers felt that the national service needs additional programs/series to meet the objective(s) of two of the series, "Mister Rogers'," and "Dateline America."

More than 75.0% of the program managers felt that "Firing Line," "Sesame Street," "The French Chef," "Masterpiece Theatre," "The Electric Company," "Zoom," and "Mister Rogers'," reached their target audience (See Appendix C). For all twenty-five series, 11.8% or less of the respondents indicated that a series did not reach the stated target audience, but for six of the series more than half of the program managers indicated that they did not know whether or not the series reached the stated target audience.

For each of the twenty-five series more than half of the respondents felt that the series was appropriate for the target audience. For each of the sixteen series whose target audience was other than "General" program managers evaluated the programming needs for the stated target audience. These target audiences include: young adults and adults; Blacks; families and children; teenagers; investors.

For thirteen of these series more than half of the respondents felt the target audience should be served by it on a continuing basis. Though, for seven of the series at least 20.0% felt the target audience should be served on a continuing basis but with another series. More than half indicated that for five of the series the target audience should be served with additional programs/series.

Eleven series were judged essential to the overall service by more than two-thirds of the respondents. Seven of the series were judged useful but not essential to the overall service by at least one-third of the respondents. Three series were judged as marginal to the overall service by more than one-quarter of the respondents.

Series Essentiality to the Overall Service

TABLE C

Series	NR	% Lic.Resp. Essential	% Lic.Resp. Useful But Not Essential	% Lic.Resp. Marginal
Sesame Street	4.2	95.8	--	--
Mister Rogers'	--	95.8	2.1	2.1
Masterpiece Theatre	5.3	92.6	2.1	--
The Electric Company	7.3	91.7	1.0	--
Firing Line	5.3	87.1	6.5	1.1
The Advocates	7.6	83.7	8.7	--
Special of the Week	7.5	82.8	9.7	--
Playhouse New York	7.4	76.6	16.0	--
Washington Week in Review	7.7	73.6	17.6	1.1
International Performance	6.4	73.1	19.4	1.1
Zoom	4.2	68.4	21.1	6.3
Soul	6.8	64.4	23.3	5.5
Wall $treet Week	6.8	64.0	25.8	3.4
World Press	7.0	63.2	28.7	1.1
Book Beat	6.6	63.0	26.1	4.[illegible]
French Chef	5.3	62.4	28.0	4.3
A Public Affair/Election '72	6.7	58.9	23.3	11.[illegible]
Behind the Lines	--	50.8	41.0	8.2
Black Journal	17.0	43.2	30.7	9.1
Bill Moyers' Journal	10.0	42.2	41.1	6.7
Carrascolendas	14.7	35.3	38.2	11.8
Just Generation	9.7	21.5	34.4	34.[illegible]
Thirty Minutes With	8.3	20.2	41.7	29.8
Family Game	10.6	18.1	41.5	29.8
Dateline America	21.8	11.5	43.6	23.1

Audience response and press reaction to individual programs of series can be found within the body of the report on each series and in their selected comments section as well. Program managers' judgments on the positive and negative aspects of each series can be found in the text on each series.

The twenty-five individual series evaluations appear in Part II of the report and detailed supportive tables can be found in Appendix D.[1]

---

[1] For two series, "Behind the Lines" and "Mister Rogers'" tables by geographic region, licensee classification and potential population are not available.

INDIVIDUAL SERIES DATA

EVALUATION FORM QUESTIONS		FIRING LINE	SESAME ST.	THE ADVOCATES	30 MINUTES WITH	BOOK BEAT	FRENCH CHEF	MASTERPIECE THEATRE	SPECIALS OF THE WEEK	
Number of Licensees Carrying		125	134	128	116	130	131	132	130	
Number Responding		93	96	92	84	92	93	95	93	
% Responding		74.4	71.6	71.9	72.4	70.8	71.0	72.0	71.5	(%)
I. 1. What is your overall evaluation of the series: outstanding/1 - 5/poor		1.9	1.1	1.6	3.2	2.2	1.8	1.3	1.9	
2. Did your station receive audience responses to the series?	yes (%)	75.3	88.5	78.3	35.7	65.2	84.9	91.6	72.0	(%)
	no (%)	23.7	8.3	20.7	63.1	30.4	12.9	8.4	24.7	(%)
If yes, rate the amount:	high (%)	37.1	71.8	36.1	--	20.0	48.1	65.5	46.3	(%)
	normal (%)	57.1	24.7	56.9	40.0	55.0	40.5	31.0	46.3	(%)
	low (%)	4.3	1.2	6.9	53.3	20.0	7.6	1.1	7.5	(%)
If yes, evaluate the general tone: very favorable/1 - 5/very unfavorable		1.9	1.2	1.8	3.1	1.8	1.5	1.3	1.7	
3. Did the series receive local press reaction in columns and reviews?	yes (%)	30.1	53.1	28.3	9.5	15.2	35.5	63.2	53.8	(%)
	no (%)	53.8	33.3	55.4	77.4	65.2	51.6	26.3	29.0	(%)
	NA (%)	10.8	7.3	10.9	11.9	13.0	8.6	8.4	10.8	(%)
If yes, how would you evaluate the reaction? very favorable/1 - 5/very unfavorable		2.2	1.3	1.7	3.0	2.0	1.5	1.4	1.8	

INDIVIDUAL SERIES DATA (CONTINUED)

EVALUATION FORM QUESTIONS		FIRING LINE	SESAME ST.	THE ADVOCATES	30 MINUTES WITH ...	BOOK BEAT	FRENCH CHEF	MASTERPIECE THEATRE	SPECIALS OF THE WEEK	
II. 3. Was the objective(s) of the series met?	yes (%)	91.4	96.9	83.7	69.0	89.1	92.5	92.6	91.4	(%)
	no (%)	3.2	--	3.3	16.7	1.1	2.2	2.1	1.1	(%)
Is the objective(s) appropriate for category I of the national service?	yes (%)	94.6	91.7	84.8	75.0	89.1	77.4	94.7	90.3	(%)
	no (%)	1.1	1.0	3.3	8.3	2.2	10.8	--	1.1	(%)
To meet this objective the national service needs: this series on a continuing basis	(%)	89.2	94.8	87.0	41.7	82.6	79.6	91.6	88.2	(%)
a continuing series, other than this		8.6	1.0	5.4	39.3	9.8	5.4	8.4	3.2	(%)
additional programs/series	(%)	20.4	15.6	18.5	20.2	13.0	15.1	32.6	29.0	(%)
4. Did the series reach the target audiences?	yes (%)	76.3	90.6	64.1	31.0	70.7	77.4	83.2	73.0	(%)
	no (%)	2.2	--	1.1	3.6	1.1	--	1.1	2.2	(%)
	don't know (%)	14.0	4.2	25.0	52.4	19.6	14.0	10.5	17.2	(%)
Was the series appropriate for the target audience?	yes (%)	82.8	87.5	79.3	60.7	83.7	83.9	87.4	80.6	(%)
	no (%)	1.1	--	--	6.0	1.1	--	--	--	(%)

x

INDIVIDUAL SERIES DATA (CONTINUED)

EVALUATION FORM QUESTIONS	FIRING LINE	SESAME ST.	THE ADVOCATES	30 MINUTES WITH . . .	BOOK BEAT	FRENCH CHEF	MASTERPIECE THEATRE	SPECIALS OF THE WEEK	
II. cont.									
This target audience should be served[1] with:									
this series on a continuing basis (%)	--	82.3	59.8	--	--	--	98.5	--	(%)
a continuing series, other than this	--	4.8	6.9	--	--	--	25.8	--	(%)
additional programs/series (%)	--	52.2	50.0	--	--	--	60.6	--	(%)
5. All in all, this series was:									
essential to the overall service (%)	87.1	95.8	83.7	20.2	63.0	62.4	92.6	82.8	(%)
useful but not essential (%)	6.5	--	8.7	41.7	26.1	28.0	2.1	9.7	(%)
marginal to the overall service (%)	1.1	--	--	29.8	4.3	4.3	--	--	(%)

[1] Only for series other than General Audience.

INDIVIDUAL SERIES DATA (CONTINUED)

EVALUATION FORM QUESTIONS		THE ELEC-TRIC CO.	BLACK JOURNAL	SOUL	WORLD PRESS	ZOOM	WALL $TREET WEEK	A PUBLIC AFFAIR ELECTION '72	PLAYHOUSE NEW YORK	
Number of Licensees Carrying		134	121	105	119	132	120	124	130	
Number Responding		96	88	73	87	95	89	90	94	
% Responding		71.6	72.7	69.5	73.1	72.0	74.2	72.6	72.3	(%)
I. 1. What is your overall evaluation of the series: outstanding/1 - 5/poor		1.2	2.8	2.6	2.3	1.8	1.8	2.4	2.0	
2. Did your station receive audience responses to the series?	yes (%)	85.4	45.5	60.3	58.6	70.5	70.8	48.9	72.3	(%)
	no (%)	11.5	47.7	37.0	40.2	25.3	29.2	48.9	24.5	(%)
If yes, rate the amount:	high (%)	61.0	--	2.3	25.5	44.8	28.6	13.6	19.1	(%)
	normal (%)	32.9	65.0	52.3	51.0	44.8	58.7	52.3	70.6	(%)
	low (%)	2.4	32.5	43.2	19.6	9.0	12.7	31.8	8.8	(%)
If yes, evaluate the general tone: very favorable/1 - 5/poor		1.3	3.0	2.4	1.7	1.5	1.6	2.7	1.9	
3. Did the series receive local press reaction in columns and reviews?	yes (%)	42.7	11.4	13.7	11.5	23.2	18.0	26.7	42.6	(%)
	no (%)	42.7	69.3	68.5	74.7	62.1	61.8	56.7	42.6	(%)
	NA (%)	9.4	9.1	12.3	11.5	10.5	13.5	11.1	11.7	(%)
If yes, how would you evaluate the reaction? very favorable/1 - 5/very unfavorable		1.4	2.6	2.3	2.0	1.7	1.8	2.7	2.1	

INDIVIDUAL SERIES DATA (CONTINUED)

EVALUATION FOR QUESTIONS	THE ELECTRIC CO.	BLACK JOURNAL	SOUL	WORLD PRESS	ZOOM	WALL STREET WEEK	A PUBLIC AFFAIR ELECTION '72	PLAYHOUSE NEW YORK	
II. 3. Was the objective(s) of the series met?									
yes (%)	92.7	71.6	80.8	92.0	92.6	95.5	81.4	86.2	(%)
no (%)	--	10.2	8.2	1.1	1.1	--	4.4	1.1	(%)
Is the objective(s) appropriate for category I of the national service?									
yes (%)	90.6	76.1	89.0	87.4	86.3	87.6	84.4	85.1	(%)
no (%)	2.1	8.0	1.4	3.4	7.4	4.5	4.4	1.1	(%)
To meet this objective the national service needs:									
this series on a continuing basis (%)	92.7	54.5	83.6	82.8	83.2	89.9	46.7	83.0	(%)
a continuing series, other than this	5.2	31.8	19.2	4.6	13.7	5.6	25.6	20.2	(%)
additional programs/series (%)	16.7	18.2	23.3	11.5	22.1	10.1	22.2	23.4	(%)
4. Did the series reach the target audiences?									
yes (%)	80.2	35.2	43.8	59.8	75.8	66.3	37.8	55.3	(%)
no (%)	--	5.7	1.4	1.1	1.1	1.1	6.7	--	(%)
don't know (%)	11.5	42.0	46.6	27.6	16.8	25.8	46.7	36.2	(%)
Was the series appropriate for the target audience?									
yes (%)	86.5	59.1	79.5	80.5	87.4	83.1	75.6	79.8	(%)
no (%)	--	5.7	2.7	2.3	2.1	--	4.4	1.1	(%)

INDIVIDUAL SERIES DATA (CONTINUED)

EVALUATION FORM QUESTIONS	THE ELEC-TRIC CO.	BLACK JOURNAL	SOUL	WORLD PRESS	ZOOM	WALL $TREET WEEK	A PUBLIC AFFAIR ELECTION '72	PLAYHOUSE NEW YORK	
II. cont.									
This target audience should be served[1] with:									
this series on a continuing basis (%)	78.1	50.0	75.3	--	72.6	77.5	45.6	69.1	(%)
a continuing series, other than this	12.8	27.3	13.7	--	13.7	3.4	21.1	19.1	(%)
additional programs/series (%)	47.6	25.0	23.3	--	28.4	10.1	18.9	28.7	(%)
5. All in all, this series was:									
essential to the overall service (%)	91.7	43.2	64.4	63.2	68.4	64.0	58.9	76.6	(%)
useful but not essential (%)	1.0	30.7	23.3	28.7	21.1	25.8	23.3	16.0	(%)
marginal to the overall service (%)	--	9.1	5.5	1.1	6.3	3.4	11.1	--	(%)

---

[1] Only for series other than General Audience.

INDIVIDUAL SERIES DATA (CONTINUED)

EVALUATION FORM QUESTIONS		WASHINGTON WEEK IN REVIEW	JUST GENERATION	FAMILY GAME	DATELINE AMERICA	BILL MOYERS JOURNAL	INTERNATIONAL PERFORMANCE	CARRAS-COLENDAS	BEHIND THE LINES	MISTER ROGERS'	
Number of Licensees Carrying		123	130	130	109	121	131	44	124	134	
Number Responding		91	93	94	78	90	93	34	75	64	
% Responding		74.0	71.5	72.3	71.6	74.4	71.0	77.3	60.5	47.8	(%)
I. 1. What is your overall evaluation of the series: outstanding/1 - 5/poor		2.0	3.0	2.9	3.0	2.3	1.7	2.4	2.3	1.6	
2. Did your station receive audience responses to the series?	yes (%)	67.0	21.5	39.4	20.5	31.1	79.6	58.8	48.3	81.6	(%)
	no (%)	31.9	76.3	58.5	73.1	67.8	20.4	35.3	51.7	18.4	(%)
If yes, rate the amount:	high (%)	34.4	--	10.8	12.5	7.1	48.6	20.0	6.9	28.9	(%)
	normal (%)	50.8	45.0	48.6	37.5	57.1	39.2	35.0	51.7	68.4	(%)
	low (%)	13.1	55.0	40.5	43.8	35.7	8.1	40.0	41.4	2.6	(%)
If yes, evaluate the general tone: very favorable/1 - 5/very unfavorable		1.9	2.9	2.4	2.0	2.1	1.5	1.8	2.2	1.4	
3. Did the series receive local press reaction in columns and reviews?	yes (%)	14.3	15.1	20.2	14.1	22.2	57.0	14.7	17.2	15.9	(%)
	no (%)	68.1	68.8	60.6	66.7	64.4	31.2	64.7	74.2	70.5	(%)
	NA (%)	16.5	10.8	12.8	11.5	12.2	8.6	14.7	10.3	13.6	(%)
If yes, how would you evaluate the reaction? very favorable/1 - 5/very unfavorable		2.5	2.8	2.5	3.0	2.5	1.8	1.8	2.1	1.9	

I. OVERALL SERVICE EVALUATION

Response

Program managers representing 108(80.6%) licensees and 187 (85.8%) transmitters completed the evaluation. However, thirteen licensees returned their forms after the data had been compiled, so for the purposes of this report 95(70.9%) licensees representing 161(73.9%) transmitters responded. No responses were received from the extra-continental licensees.[1]

The program managers' responses are based on professional judgment, informal and intuitive judgments, subjective impressions, critical incidents and, less frequently, the synthesis of various measurements. A growing number of program managers indicated that, when possible, other staff members assisted in the preparation.

Proportion of Hours

Program managers were requested to rate the proportion of hours of the national service devoted to each of three audience categories and each of three program content categories, on a 1-5 Likert-type scale with 1=too much and 5=too little. A brief explanation of (1) or (5) ratings was requested. Selected comments of these responses appear at the end of this section.

---

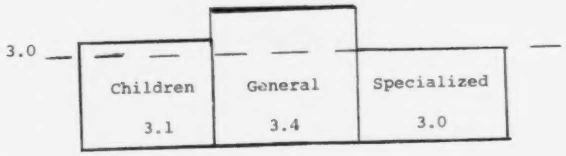
[1] See Appendix D, Tables I. a,b,c, for detailed response information.

a. Audience Categories

In response to audience categories program managers indicated that the proportion was "just right," with some concern for the General category. Some program managers question whether series envisioned for general audiences really reach or can really be expected to reach such a wide range. They express a need for more programming with a broad base appeal.

Proportion of Hours for Audience Categories

Table 1a



In considering the response by licensee classification, potential population and geographic region, we find minimal differences.[2]

b. Content Categories

An experimental system of programming categories was developed for the 1972 winter season overall service evaluation and utilized again for the fall season. The three broad categori and their subcategories reflect the diversification of PBS programming. (see Appendix B).

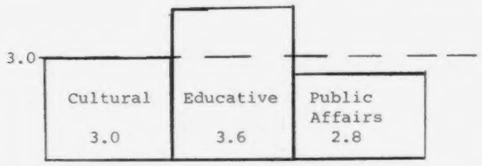
---

[2] Detailed analyses by licensee, potential population and geographic region can be found in Appendix D, Tables II. a,b,c,.

The respondents indicated that the proportions were "just right" for Cultural and Public Affairs, but the program managers noted that the system needs more hours in the Educative, Informal category.

Proportion of Hours for Content Categories

Table 1b



The few cases of variance we find are when examining the Public Affairs category. Licensees in the Southeast region indicated a tendency toward "too much" (2.4) while the other regions noted the proportion was "just right" (2.8,2.9,3.0). The greatest difference was between licensees with potential populations of 1,000,000-1,999,999 (2.6) and those with 2,000,000+(3.7).[3]

Balance and Range

Program managers were requested to rate the balance and range of types of programming within two specified programming categories and three specified sub-categories. On the 1-5 scale 1=very good and 5=poor. (see Appendix B). A brief explanation of (4) or (5) ratings was requested. Selected comments of these responses appear at the end of this section.

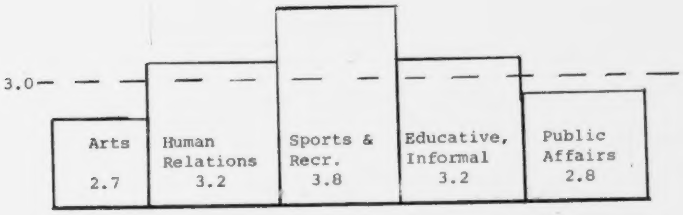
---

[3] Detailed analyses by licensee, potential population and geographic region can be found in Appendix D, Tables III. a,b,c.

The program managers' responses indicated that, with the exception of Sports and Recreation, the PBS 1972 fall season presented a reasonable balance and range of programming.

Programming Balance and Range

Table 2



The balance and range of Cultural programming was rated through its subcategories. For the Arts, the rating was reasonably good, with some variance; the range running from 2.3 for licensees in the Southeast and School District licensees to 2.9 for those in the Great Lakes and Plains region, and Community licensees.

In the area of Human Relations, program managers indicated an acceptable rating. In examining the response by licensee classification and geographic region we do find limited variance. The mean for School District licensees was 2.7, while it was 3.3 for those licensed to Universities. The range within the geographic variable ran from 2.9 for licensees in the Southeast to 3.4 for those in the Great Lakes and Plains region.

For Sports and Recreation the balance and range was considered less than reasonable. There were two sports and recreation programs during the fall season. Program managers suggested that the balance and range could be improved by more offerings and a regularity for such programming. Community licensees found the balance and range more acceptable (3.6) than did School District licensees (4.3).

Program managers' ratings within the Educative category were based on the subcategory Informal. Responses indicate, with some exceptions, that the balance and range was reasonable. Program managers suggested that the balance and range could be improved if there were programs targeted to adults, programs about consumer affairs and how-to-do-it programming.

In the category of Public Affairs, the balance and range was considered reasonable. Variance was extremely limited and confined within the good to acceptable range.[4]

Exceptional Series

Program managers were requested to name up to three series in each of three specified programming categories (see Appendix B) -

---

[4] Detailed analyses by licensee, potential population and geographic region can be found in Appendix D, Tables IV. a,b,c,.

Cultural, Educative-Informal, Public Affairs - which they felt were exceptional during the fall season.[5]

In the area of Cultural programming, seven series were identified by at least one licensee. One licensee did not mention any series and eleven of the licensees mentioned less than three. Program managers decidedly identified "Masterpiece Theatre" as an exceptional cultural series (77.9%). "International Performance" was identified by more than half of the program managers (57.9%) and the third most cited series was "Special of the Week" (24.2%). One additional series was identified by more than one-fifth of the respondents, "Playhouse New York" (22.1%).

Exceptional Series, Cultural

Table 3a

Series	% of Respondents
MASTERPIECE THEATRE	77.9
INTERNATIONAL PERFORMANCE	57.9
SPECIAL OF THE WEEK	24.2
PLAYHOUSE NEW YORK	22.1
ZOOM	5.3
BOOK BEAT	3.2
FAMILY GAME	2.1

"Masterpiece Theatre" and "International Performance" were noted most frequently by respondents in each of the geographic regions. "Special of the Week" was noted next most frequently each of the geographic regions with the exception of Southeast licensees. In this region, "Playhouse New York" was felt to be the next exceptional by more of the respondents. "Masterpiece Theatre" was identified most frequently in all licensee classifications with the exception of State Authority. Proportionally they cited "International Performance" more often.

---

[5] Detailed analyses by licensee, geographic region and po population can be found in Appendix D, Tables V.,V.a,b, VII.a,b,c, IX., IX.a,b,c,.

On examining the response by potential population, we find that "Masterpiece Theatre" was cited most frequently. However, an equivalent number of licensees with potential populations of 250,000-499,999 also cited "International Performance." "Special of the Week" was identified as the third most exceptional series in four of the potential population classifications. Those licensees with potential populations of 100,000-249,999 and 2,000,000+ identified "Playhouse, New York" as the third most exceptional series.

The program managers cited six series as exceptional in the Educative, Informal category. Five respondents did not mention any and sixteen mentioned less than three.

Exceptional Series, Educative-Informal

Table 3b

Series	% of Respondents
SESAME STREET	73.7
ELECTRIC CO.	72.6
MISTER ROGERS'	26.3
FRENCH CHEF	18.9
CARRASCOLENDAS	8.4
JUST GENERATION	4.2

"The Electric Company" was cited more often than "Sesame Street" by West and Southwest region licensees and those licenseed to School Districts. "The French Chef" was cited more frequently than "Mister Rogers'" by Great Lakes and Plains and University licensees. "Carrascolendas" was cited more frequently than "The French Chef" by West and Southwest licensees. "Sesame Street" and "The Electric Company" were noted by an equivalent number of University licensees.

The Public Affairs series were cited as exceptional. Four licensees did not cite any and thirteen cited less than three. "Special of the Week" was overwhelmingly identified as an exceptional Public Affairs series by two-thirds of the responding program managers (63.2%). Though cited less frequently "The Advocates" was identified by more than one-third of the respondents (35.8%) and "Firing Line" by more than one-quarter (27.4%). The seven additional series were each identified by less than one-quarter of the respondents.

Exceptional Series, Public Affairs

Table 3c

Series	% of Respond
SPECIAL OF THE WEEK	63.2
ADVOCATES	35.8
FIRING LINE	27.4
A PUBLIC AFFAIR	23.2
BILL MOYERS' JOURNAL	16.8
WALL $TREET WEEK	15.8
WASHINGTON WEEK IN REVIEW	12.6
BEHIND THE LINES	4.
WORLD PRESS	4.2
BLACK HOURNAL	1.1

Within all geographic regions "Special of the Week" was identified as the most exceptional Public Affairs series. With the exception of the Southeast region, "The Advocates" was cited as the next most exceptional series. For both the North Atlantic and Great Lakes and Plains region "A Public Affair/Election '72" was the third most exceptional series.

"Special of the Week" was cited as the most exceptional series when examining the response by all licensee classifications. "The Advocates" was the next most exceptional followed by "Firing Line" for all classifications with the exception of State Authority and Community licensees. "A Public Affair/Election '72" was the second most exceptional for State Authority and the third for Community.

All respondents by potential population cited "Special of the Week" most frequently as an exceptional series. Licensees with potential populations of 99,999 or less cited "The Advocates" an equivalent number of times. "Firing Line" was the next most exceptional series cited. However, there were no citations by licensees with potential populations of 99,999 or less for the series. This group responded that "A Public Affair/Election '72" was the third most exceptional.

Series Alternatives

Program managers were requested to identify those series, if any, which they did not carry or which they carried because there were no practicable alternatives.[6]

In the area of cultural programming 72.6% of the licensees did not identify any series. Six series were cited by those responding. Five of these series also appear on the "exceptional series" listing.

Cultural Series

Table 4a

Series	% of Respondents
SOUL	11.6
SPECIAL OF THE WEEK	3.2
FAMILY GAME	2.1
INTERNATIONAL PERFORMANCE	2.1
BOOK BEAT	1.1
PLAYHOUSE NEW YORK	1.1

"Soul" was the only series identified by respondents in all classifications when examining the variables of geographic region, licensee group and potential population.

Two-fifths of the program managers did not identify any of the Educative, Informal series as not carried or carried because there were no practicable alternatives. Four series were cited and only "Carrascolendas" by a significant number of licensees. Though cited in each of the classifications the series was mentioned most frequently by North Atlantic, Community and licensees with potential populations of 500,000-999,999. Each

the four cited series also appear on the "exceptional series

---

[6] Detailed analyses by licensee, geographic region and pot
population can be found in Appendix D, Tables VI.,VI.a,
VIII.,VIII.a,b,c, and X., X.a,b,c.

Educative, Informal

Table 4b

Series	% of Respondents
CARRASCOLENDAS	37.9
JUST GENERATION	5.3
FRENCH CHEF	1.1
MISTER ROGERS'	1.1

For the category of Public Affairs programming more than one-third (38.9%) of the program managers did not mention any series. Those responding identified nine series which were not carried or carried because there were no practicable alternatives. However, all nine were identified by less than 10.0% of the program managers. Seven of the nine were also cited on the "exceptional series" listing.

Public Affairs

Table 4c

Series	% of Respondents
THIRTY MINUTES WITH	9.5
BLACK JOURNAL	3.2
WALL $TREET WEEK	3.2
BEHIND THE LINES	2.1
A PUBLIC AFFAIR/ELECTION '72	2.1
SPECIAL OF THE WEEK	2.1
BILL MOYERS JOURNAL	1.1
DATELINE AMERICA	1.1
WORLD PRESS	1.1

When examining the response by the variables of licensees classification, geographic region and potential population we find very limited variance.

NOTE: Many of the program managers' comments in the following section will appear to have a negative tone. This is because program managers were requested to expand on their numerical judgments only if they tended to be negative.

SELECTED COMMENTS, Program Managers

Audience Categories (If response was too much or too little for proportion of hours.)

"More specialized programming is needed but not at the expense of hours already devoted to general and children. Specialized programming is good for Cat. II or co/op with PTL (unless timely)."

"We still don't seem to impress the great general, common run of people. Too much for (1) intellectual (2) the disenchanted or the 'involved.' Not much for the faceless masses who are tired, amorphous, complacent, workaday 'everymen.'"

"Need more general audience appealing programming and offered at more prime time hours."

"We still need quality programs for the so-called 'Blue Collar Worker' who may not be culturally inclined, but his taxes still support PTV. Let's stop ignoring him!"

"Too much emphasis on urban audience. Let's have something for us country hicks."

"No programs for elderly."

"Your definition of 'general' leaves little to be classified as 'special.'"

"Need one more half hour strip for pre-teens."

Programs for special audiences other than minorities, i.e. older people, unemployed, etc. not generally part of the PBS schedule."

"...have problems with definition of 'general' audienc -
Int'l Performance, P.H.New York, H'wood TV Theater are no d
programs which PBS would consider 'general' in appeal; but
are, to the contrary, of a rather elitist nature, hardly t
popular appeal approach to their respective areas of conce.
is not to say they are not valuable in the schedule - they
but let's understand the difference between a program whic
generally to e.g. classical music buffs, and one which appe

generally to music buffs (if such a latter program is indeed possible, which I doubt.)"

Programming Categories (If response was: too much or too little for proportion of hours.)

"Educative is adequate only in children's area. There is much to be done with other age groups."

"We need more how-to-do-its and intelligent women's programs."

"This is a vote for the Lehrer proposal."

"...I'd pull back a bit on public affairs and spend some more time and effort in education that entertains."

"More informal education - auto-mechanics, cooking, sewing, etc."

"We tend to neglect the real existence of the 'How-to-do-it' generation. Our economic posture today requires of every individual the know how to accomplish certain basic, domestic household repairs and improvements ... more programming should reflect this."

"We just don't do enough of education. I hope our experience with 'VD Blues' will push us more in this direction."

"Too heavy on public affairs in comparison w/other categories."

"PA programming should be the number one priority of any Public Television system operating in a Democracy."

Balance and Range (In response to: which general areas of the programming category would have been necessary to improve the balance and range of the category.)

The Arts

"More Contemporary Arts and Artists, more 'light' series, i.e. Bostom Pops."

"Young Adult: jazzy, rock."

"Could have had more graphic arts."

"Need to beef up performing arts: dance, music, etc. We have enough drama - and I want to keep what we have of that."

"Still lacking is recognition of traditional American art forms ('folk' music, crafts, etc) in same proportion as Western European standards of culture."

"Programs were good but the pendulum swung from little classical last year to much classical and not much in jazz, pop, etc. this year."

"The music and drama tended to be heavy...not enough lightness."

Human Relations

"'Family Game' was the only real contribution in this area..."

"There is more to human relations than parents hollering at children or visa versa or welfare."

"The human relations programs...suffered from format and quality...so they did not adequately fulfill needs in that area."

"...we could use more programs about Indians..."

"Spanish American and Indian concerns."

"This section was thin. We could use more in it. 'Essene' was excellent."

"Many local stations recognize the problems of the aging but I believe this problem could and should be dealt with through a national service."

"Seemed a little negative. Can't we have some examination of happy people? Must we dwell quite so much on problems? How about accomplishments. A few happy endings...some laughs."

"The 'concept of Family Game was valid...However, I'm not s this series accomplished it...This area still needs pursuing..."

"It's too limited to judge. We've found local human relat program very popular even in simple formats."

Sports and Recreation

"Need a wider variety of sports..."

"Gymnastics, wrestling, perhaps a horse show..."

"Hardly enough to judge..."

"I feel there is an audience for sports on PBS...we should explore other sports not as well known but enjoyed by the American public...volleyball, rodeos..."

"How about some hockey?"

"Sometimes good, sometimes dreadful..."

"I see no reason for more sports programming."

"There were not enough offered and I feel a regular type of sports and recreation series would do much better for us than these once-in-awhile features--although they are very good."

"Need to be scheduled more frequently and would have to include a greater variety."

"We like to have a standard Saturday or Sunday feed..."

Educative, Informal

"Additional 'how to' shows might be helpful. Though I'm not a strong proponent for spending limited funds available to develop this area."

"Health care, consumer issues still not adequately treated."

"More needed, esp. 'hard' science; 2 of the 3 'Science'72' programs fell in the psychology-sociology area. Could use more geology, physics, biology, etc."

"More informal educative programming for adults."

"With exception of childrens programs, the 'educative' programs deal primarily with leisure activities of higher socio-economic level..."

"More short educative informal series, one leading into another."

"Nutrition, how to shop, how to use tools, cooking on a small budget, consumer education..."

Public Affairs

"If we don't get cut off, we're really getting some rather polished public affairs program vehicles down the line."

"...Documented factual presentations,...would be an approach we would like to see explored, simply because this technique seems to hold and educate an audience."

"We still are heavy on analysis and not very good in journalism...less experts please and more facts, more real people."

"Balance and range are fine, but the total effort in Public Affairs is so fractionalized by having over a dozen series and programs that the effectiveness and impact is greatly diminished. The Lehrer proposal would meet this shortcoming head on."

"A few more examples of conservative approach, more local politics."

"Need more specials rather than continuing series..."

II. INDIVIDUAL SERIES EVALUATIONS

FIRING LINE

> "Whether you agree with Buckley or not, he provokes thought and presents different sides of the issues. We need this type of personality on public television. It's great to have two people,...having differing opinions and not be afraid to say so..."

"Firing Line" was considered overall a good series. A majority of the managers feel that it is essential to the national service because it provides for the expression of the conservative philosophy by an articulate spokesman and his guests. The choice of topics as well as the manner in which they are presented are handled were seen as very positive aspects.

The program managers overwhelmingly agree (91.4%) that the series objectives were met and that the objectives are appropriate for category I of the national service (94.6%); "to discuss the major issues facing the nation and the other countries of the world -- Mr. Buckley attempts to balance the thrust of each program with guests who often are in disagreement with his opinion or the conservative philosophy."

Almost 90% of the respondents noted that to meet this objective the national service needs this series on a continuing basis. One-fifth of them would also suggest additional programs and/or series.

Three-quarters of the respondents received response from their audiences and more than half indicated the amount was normal. "Firing Line" garnered generally favorable response with a tendency in some areas to be sharply polarized; "either in favor of Buckley and his viewpoint and debate style" or severely critical." A few stations noted that they have received complaints about the 10:00 p.m. PBS feed being too late for viewers.

Press reaction, though limited, tended to be favorable.

More than three-quarters of the program managers reported that "Firing Line" was appropriate for and reached its target audience "General - Adult."

SELECTED COMMENTS, Program Managers

"Firing Line" is necessary to maintain the overall balance and objectivity of the total PBS schedule."

"Bill Buckley and his type of wit and questions make this program what it is."

"Firing Line" has died at 10:00 p.m., get it back to early evening."

"As hard as Mr. Buckley might try, he is a conservative feel the target audience should be general-adult-conservative.

"Somehow we must develop other conservative spokesmen, w can't continue to use only this series to balance other more viewpoints."

"Personality of William Buckley intrigues audience int ing from him."

"Program suffers on Sunday night..."

"WFB is an extremely popular personality with a definite point of view which should have visibility on public television."

"The only program of its kind in existence."

"Another point of view, expressed with wit and thought-provoking comment."

"Provides balance to more liberal views expressed on TV..."

SELECTED COMMENTS, Audience Response

"The "Firing Line" program is the highlight of our TV viewing."

"Somebody ought to hang Buckley."

"I disagree with Mr. Buckley most of the time, but I enjoy his program."

"Would like the program at an earlier hour..."

"This program is the greatest series on any Channel to develop interest in the complex issues of our country and world."

"Both strongly for and strongly against..."

"Concorde (9/17/72): something you can sink your teeth into..."

SESAME STREET

> "Every aspect of this series deserves highest praise."
> "Can anything more be said?"

Program managers were requested to confine their evaluation of "Sesame Street" to this third year of production. Their overall evaluation was "an outstanding series."

The majority of stations (88.5%) received responses from their audience and at a high rate. A few noted that reaction had been greater in past seasons. The general tone was very favorable, though with some concern expressed about grammatical usage.

Local press reaction in columns and reviews was very favorable. This was noted by more than half of the respondents.

It was overwhelmingly agreed that "Sesame Street" did "provide pre-school children with educational nourishment and grounding in some of the skills they will need in school." This was seen as an appropriate objective for category I of the national service. "Sesame Street" is seen to be needed on a continuing basis to meet this objective and some program managers feel the national servi could use additional programs and/or series to meet the objecti

The series reached and was appropriate for its target audien of "pre-school children with a special emphasis on children from low-income families." More than four-fifths of the responde felt that this audience should be served with "Sesame Street a continuing basis and more than half felt that there should be additional programs and/or series for them.

"Sesame Street" was considered essential to the overall service because "it is an excellent learning resource for pre-schoolers, as well as a quality television production."

SELECTED COMMENTS, Program Managers

"Sometimes geared to big city kids, ghetto styles, ideas, problems. Lacked universality. Ignored rural and small town kids."

"Addresses critical need with interesting approach making it convenient to learn."

"Why not repeat the same series year after year and use the money saved for more programs?"

"Well researched, planned and produced."

"Sesame Street needs no further comment."

"...continues to be top children's program on the air."

"Could Sesame Street by mistake be growing up with its audience?"

"Serves need admirably."

"When we were off the air for a week we had hundreds of calls..."

SELECTED COMMENTS, Audience Response

"I wouldn't move to a city without Sesame Street."

"...child is now afraid of the dark since 'Grover' is afraid..."

"Parents at times question some of the techniques used."

"Complaints about slang and bad grammar."

"The best children's program on television."

"We watch it twice a day!"

THE ADVOCATES

> "The two-sided debate...something to point to with pride... use of the adversary system makes the topics watchable and confines them; not the usual open-and-get-nowhere."

The program managers' overall evaluation of "The Advocates" was "a good series." "The Advocates" garnered audience response at more than three-quarters of the stations. Generally it was considered a normal amount; however, just over one-third rated it high. The general tone was favorable.[1]

Over one-quarter of the respondents reported there was local press reaction in columns and reviews. The press was favorable.

The series' objectives were considered to have been met as well as appropriate for category I of the national service.

> To show the nation's viewers how they may exert a more forceful influence in the direction of public affairs by choosing specific decidable questions.

Program managers felt that the national service needs "The Advocates" on a continuing basis to meet these objectives. Just under 20.0% would like to see additional programs and/or series with these objectives.

The target audience "Young Adult and Adult(Elderly)" was reached and "The Advocates" was considered appropriate for them according to more than two-thirds of the responding program managers.

---

[1] Audience opinions on specific issues are sent directly to "The Advocates" at WGBH, Boston.

Over half felt that this target audience should be served with "The Advocates" on a continuing basis as well as with additional programs and/or series.

"The Advocates" was judged by more than 80.0% of the respondents as essential to the overall service. The opportunity for audience involvement as well as the examination of both sides of controversial issues were seen as the series' positive elements.

Variance is most clear when examining the evaluations by licensees' potential populations. The responses of those licensees with potential populations of 99,999 or less were more favorable for the overall evaluation (1.1), audience response (1.3) and press reaction (1.5) than those of licensees with two million or more (1.9, 2.1, 2.2). All of the licensees in the 99,999 or less group judged the series as essential to the overall service while just over three-quarters of those in the two million or more group did so.

SELECTED COMMENTS, Program Managers

"Series is outstanding when the individual program questi
is relevant and/or highly topical."

"...debate format appears popular with our listeners alt
I personally regard it as a poor way to inform the public of
alternative viewpoints. PBS should experiment with other ways
of achieving the stated objective."

"Achieving objectives stated requires a different kir
series."

"Perfectly balanced format allows for free discussion
any subject."

"Only program of its kind done by responsible people who do their homework."

"...would like to see...expanded to a ninety minute format and somehow by using a toll free number and a computer be able to announce results immediately at the end of the program."

"Good way to get out information on issues."

"Discusses and debates issues of the day in a manner that is not available in the press or on commercial TV."

"The only program on TV which covers all sides of arguments on important national issues. This program is essential to provide the audience with exposure to many points of view without taking sides."

"...The format is good -- it moves -- and could be a leader for stations to use as followup."

"Variety of vital topics covered."

"I suspect much audience mail goes directly to WGBH."

"The series seems to have a loyal audience. Mail response to the series is high."

"Especially popular with viewers who work for media."

"Presidential Election issues very well covered and noticed - some adverse reaction against audiences being so pro-McGovern, especially on last two programs."

"Five Rounds to Election Day was well received by both teams."

"One man wrote a letter to the editor suggesting everyone watch Five Rounds..."

"Abortion - pro and con - but all subjects handled with great talent and aptitude."

THIRTY MINUTES WITH...

"Informative, well prepared..."

The program managers' overall evaluation of "Thirty Minutes With..." was "an average series." They applaud the concept of the series, the choice of guests and have some concern about the hostess. While program managers recognize that she was well prepared, there was a strong feeling that she is a "bland interviewer."

Just over one-third of the stations received audience response, but program managers noted this is not the type of program that elicits response. The response received was mixed -- generally favorable for the guests, but generally critical of Miss Drew's attitude and techniques. Press reaction was limited to less than 10% and like the audience response, it was mixed.

More than two-thirds of the program managers noted that the series' onjectives were met and three-quarters indicated they were appropriate for category I of the national service.

> To pursue the complex news stories of the day with the people who are involved in those stories; and to present the people themselves, how they think and why they act as they do.

More than two-fifths felt the national service needs "Thirty Minutes With..." on a continuing basis to meet the objectives but more than one-third feels that a series other than "Thirty Minutes With..." is needed on a continuing basis.

More than one half did not know if the series reached a general audience though almost two-thirds considered it appropriate for them.

"Thirty Minutes With..." was considered essential to the overall service by one-fifth of the respondents. The elements which made it essential include the choice of guests and the production quality. Over 40% considered it useful but not essential. The improvements suggested that could make it essential include, a change of host and greater lead-time for promotion. Almost 30% felt the series is marginal to the overall service.

SELECTED COMMENTS, Program Managers

"The format should be altered. Get Elizabeth Drew out of the studio and into the world of the people she is interviewing..."

"Seems that often 'people' are interviewed who are not making 'news of the day', although they may be important people -- who is available determines who is on -- rather than who is involved with 'news of the day'."

"Can't understand why this series is continued season after season. Elizabeth Drew is deadly dull."

"...Her questions are always good. Yet she comes across a little bland sometimes."

"Miss Drew, though she does her homework and asks searching questions, does not come across."

"Getting late guest information makes it very hard to promote."

"...occasionally, '30 Minutes With' is good; but normally it's a great big bore. Would like to see Miss Drew use her talents as an investigative reporter.

"Not essential, but I wouldn't want to see it cancelled, either."

"More in-depth interviews. We didn't feel we knew the people when interviews were over."

"Most of the Public Affairs programs are on the same 'time line'. We need at least one devoted to historical perspectives and specials or a series exploring possible problems and alternatives for the future."

"Unique concept not duplicated elsewhere on PBS public affairs."

"Concept is valid -- execution not too good."

"Nothing is really wrong with it, but one-on-one interviews are, I find, rather hard to sit through..."

"One-on-one interview...this is the program's greatest weakness, ...A rotating interviewing crew of journalists identified with discernable political philosophies would result in a more dynamic - and informative - program, particularly if the guests were questioned by several individuals of varying amicability."

BOOK BEAT

> "Only such series available...only series in which TV recognizes the existence of contemporary literature."

Overall, "Book Beat" was considered a "good" series. More than two-thirds of the stations received audience response and it was of a normal amount. This response was favorable. More than two-thirds reported there was no local press reaction; however, when received, it was favorable. A few program managers noted that there could have been more response and reaction if the series had a "firm" time-slot in the PBS schedule.

"Book Beat" has "encouraged people to read and has added another dimension to reading enjoyment through the introduction of authors." This objective was considered as appropriate for the national service and "Book Beat" is seen to be needed on a continuing basis. Program managers report that the general audience was reached and the series is appropriate for them.

Almost two-thirds of the respondents feel that "Book Beat" is essential to the overall service; less than 5% feel it is marginal. "Book Beat" was considered essential because of Robert Cromie, the host and its objectives. Some program managers feel the series could be improved with "graphic explorations" of the book, the author and the subject matter.

SELECTED COMMENTS, Program Managers

"Although 'egghead' in nature, this program provides a very necessary offering to anyone who reads. Cromie knows how to bring the best out of the authors and interviews."

"It's a little sleeper--picks up viewers all over the place..."

"It stimulates the audience to better reading habits."

"...People who have sight problems really enjoy it. It keeps them in touch with the book world."

"This is expertly handled and meets its objectives with great consistency."

"Provides a necessary part of a well rounded schedule."

"...Cromie is one of the best interviewers on TV."

"No other book review show in existence, unique on television."

"Nothing could make it essential but is a valuable addition to the schedule and I would not want to be without it."

"Would prefer a less pre-emptible time slot!"

"Unfair to program to have uncertain schedule following "Special of the Week."

THE FRENCH CHEF

> "She's so human...makes cooking...and living ...a joy."

"The French Chef" was considered overall a good series. It garnered audience response at almost 85% of the stations. Response was very favorable and consisted mainly of requests for featured recipes. Though the eight captioned "French Chef" programs were not aired during the fall season, stations continue to receive positive response to the experiment and requests for future captioned programming.

More than half of the respondents reported no local press reaction. When press notice was received it was best characterized as listings of recipes and highlights of upcoming programs.

Program managers overwhelmingly agreed that the series' objectives were met:

> to make cooking make sense, to present themes and variations of cooking; to add a cultural and educational dimension that goes beyond the how-to; facing up to and providing solutions to everyday problems that relate to cooking.

A few program managers had not thought of the series objectives in such depth but had identified it as "a very entertaining cooking show" or "the Julia Child Hour" with cooking techniques taking a rather secondary role. More than three-quarters of the respondents feel the objectives for "The French Chef are appropriate for category I of the national service and that to meet those objectives the national service needs the series on a continuing basis. A few program managers did indicate a need for additional programs and/or series to meet the objectives; "PBS needs more 'how-to' programs of this calibre..."

The target audience, "People", was reached and the series was noted as appropriate for them.

Almost two-thirds of the program managers consider "The French Chef" essential to the overall service because of Julia Child as a Public Television personality; the comprehensible level of instruction; the "originality of treatment" and the fact that it is an "audience builder."

SELECTED COMMENTS, Program Managers

"The objective is too serious, she's an entertainer!"

"Even the repeats of these programs cause a stir if they are pre-empted..."

"I have never read a more pompous set of objectives. If those are the objectives, the series didn't come close to them."

"She's a PTV Personality. It's a fund raiser. It's a mainstay of the schedule."

"This has been on the air so long that it needs to be revitalized."

"The more unusual or 'far out' the dish...the fewer recipe requests received...might be nice...to see some basic dishes prepared inexpensively but easily and attractive."

"While there may really be no need for a series on Frenc Cooking, the program shows the high response that can be evok by a talent personality."

"Popularity and the following of the show make it essential, not the subject matter."

"The best cooking show on T.V."

SELECTED COMMENTS, Audience Response

"Working guys and gals' program received high response, many recipe requests."

"The experiment with the subtitles brought many fine comments from the deaf and hard of hearing."

"Will you continue the captioning for the deaf?"

MASTERPIECE THEATRE

> "Masterpiece Theatre is the only regularly scheduled drama of excellence on American television."

The majority of program managers and their audiences indicated that the "Masterpiece Theatre" offerings presented "consistent quality performances with sensitive direction and excellent choice of subject matter."

The overall evaluation by the program managers was outstanding. Within the series, three sub-series were considered: "Vanity Fair", "Cousin Bette", and "The Moonstone." A few program managers felt that the sub-series this season were not as strong nor as popular with the audience as were past season offerings.

More than 90% of the stations received response from their audience which was a high amount for more than two-thirds. This response was very favorable, focusing on the production quality and the talent. Reaction from the press was noted by two-thirds of the respondents. This was overwhelmingly very favorable.

"To bring exceptional dramatizations of major literary classics to as wide an audience as possible" is seen by the pro managers as an appropriate objective for category I of the natio service. More than 90% felt that the national service needs th series on a continuing basis to meet the objective and also alm one-third felt the objective could be met with additional programs and/or series.

More than four-fifths noted that the series reached the young adult and adult audience. The series was found to be appropriate for this audience and attempts should be made to provide its members with additional programs and/or series as well as continuing this series. In some locales, "Masterpiece Theatre" is assigned viewing for college classes.

"Masterpiece Theatre" was overwhelmingly considered essential to the overall service.

SELECTED COMMENTS, Program Managers

"Although MPT offerings this season were not as strong as last season, this program still garners an appreciable audience. Would like to see this become an American endeavor rather than just an import."

"We need more American classics such as 'Last of the Mohicans'."

"Excellent drama -- better and more predictable than Playhouse New York, thus a better audience builder."

"Some of these seem to be very surface interpretations of the classics -- little character depth, etc."

"Although not all are of equal excellence, high standards met remarkably well."

"Great audience getter."

"Quality drama, tastefully presented is essential "

"The dramatizations were not 'exceptional'; the literature was not 'major', nor 'classic'."

"Masterpiece and Sesame Street elicit greatest continuing response and support."

"Greatest problem with this series is the 10 minute 'fill' at conclusion...impossible to hold the rather substantial audience for following program."

"The excellent production and content of this series expanded our membership and was the most popular series in our locale."

SELECTED COMMENTS, Audience Response

"Enthusiastic and universally favorable."

"Each series on Masterpiece Theatre seems to be better than the one before."

"When can we expect American TV to provide programs on the caliber of the BBC?"

"Vanity Fair -- the reason we are sending the donation."

"'Cousin Bette' received highest praise; 'Vanity Fair', next.

"Enjoyed 'Vanity Fair', some reservations for 'Cousin Bette'."

"'Moonstone', favorable response."

SELECTED COMMENTS, Press Reaction

"Vanity Fair -- Susan Hampshire, received outstanding reviews."

"Moonstone -- good response."

"Vanity Fair -- critic was disappointed in this segment b loves the series."

"Moonstone -- good review and bad review, 'wordy, trite'."

SPECIALS OF THE WEEK

> "Variety - promotability - some of our strongest moments this season were in this series."

"Specials of the Week" was considered overall a "good" series comprised of many outstanding programs. Almost three-quarters of the stations received response from their audience. Audience response was favorable, and almost half of the program managers reported the rate was high. "VD Blues" garnered the most response as well as the most favorable. The majority of program managers reported extensive community, media and medical profession support for the program. Other programs receiving particularly favorable response included "An Evening With Mabel Mercer and Bobby Short," "First Edition, Tell It All," and "Till The Butcher Cut Him Down."

Press reaction was reported in over half the communities. This reaction was favorable and generally focused on the same programs as the audience response.

Program managers felt that the objective was clearly met and that it is appropriate for category I of the national service: "to provide exposure to a variety of public affairs, dramatic and other cultural programs of high quality." Program managers felt that "Specials of the Week" is needed on a continuing basis to meet the objective. Almost 30.0% would like to see additional programs and/or series with this objective.

According to more than 70.0% of the respondents the target audience "General" was reached and "Specials of the Week" was considered appropriate for them.

"Specials of the Week" was judged as essential to the overall service by 82.9% of the program managers. Many cited the array of excellent program offerings as the essential element. 9.7% judged it useful but not essential. A few felt that it could be improved if the programs were either all public affairs or all cultural.

SELECTED COMMENTS, Program Managers

"Provided a major showcase for single shows of good to excellent quality.

"The variety is so wide that audience-building probably does not take place. Except for the very popular and well-received 'VD Blues,' the quality of this Fall's Specials seems lower than in the past - more a grab bag of odds and ends than a 'best of' this or that."

"The various programs were well done so that even if people weren't especially interested in one program they watched it anyway as they knew it was well done."

"This series competed here with...'Monday Night Football' and was therefore lost."

"...question the idea of trying to lump several different subject areas into one lump title. I feel we should have one series for performance, different series for documentaries, etc."

"General high quality individual 'specials' but not a series."

"I think the overall quality this year is below the standard set last year. Hollywood Television Threatre is still good."

"Hard to promote, mixed bag."

"The wide variety week-to-week is a good point of this series and it offers variety to the audience."

"One of the most creatively produced series in our schedule. Good audience response."

" A wide range of well-done cultural programs combined with public affairs programming in subject areas not usually touched by the commercial stations."

"Generally excellent subject matter - except for fall season."

"Some programs angered people, some programs really flipped people. This is good for a series."

"The programs are uneven in quality and broad appeal, but when they are good they're outstanding."

"More of the 'VD Blues' type that inspires local follow-up."

"The objective is actually the objective of our entire schedule and can, I think, be better met by individual series, each dealing with a specific area of the Arts or public affairs, thereby building specific audiences instead of the hit and miss audiences generated by this kind of series.

SELECTED COMMENTS On Individual Programs
Program Managers, Audience, Press and Community

VD BLUES

"Probably the biggest one-shot, general success of the year, in terms of objective, content, public service, promotion and follow-up."

"Quite effective."

"Strong local press support for program and local follow-up."

"The greatest program ever -- attention getter and QUALITY at its best -- also so helpful to a number of people."

"...a big success...lots of phone calls, follow-up action and wide-spread enthusiasm from medical profession and public alike, also from school system, which requested copy for use in classroom."

AN EVENING WITH MABEL MERCER AND BOBBY SHORT

"Viewers appreciated it...though it seemed limited in its appeal to the over-35 crowd."

"High press."

FIRST EDITION: TELL IT ALL

"We promoted this heavily on local radio and it seemed to pay off."

"Calls were favorable -- outstanding show."

TILL THE BUTCHER CUT HIM DOWN

"...was a real sleeper...nice show...very little promotion."

"The jazz fans particularly enjoyed this program."

TALES OF HOFFMAN

"Good mail response requesting a repeat."

ESSENE

"One instructor from local Catholic College said he could conduct at least 'a three day bull session' on the program."

A CONVERSATION WITH EARL WARREN

"Favorable Audience response."

THE ELECTRIC COMPANY

> "...addresses critical need with interesting approach making it convenient to learn."

"The Electric Company" was considered outstanding and an essential series to the overall service. Program managers cited its objectives, target audience, the treatment of subject matter and the production quality as the most positive and essential elements. Many noted that "The Electric Company" served to improve the local station image, and, for some, it also provided key to the local school systems.

"The Electric Company" garnered audience response for over 85% of the stations. This was considered a high amount by almost two-thirds. The majority of stations received high priase and comments on its usefulness for teaching reading at many levels.

Local press reaction, though very favorable, was not as great as for the premiere season.

Program managers felt that the series met its objectives and that the objectives were appropriate for category I of the national service. "The Electric Company" has succeeded in "providing supplementary instruction in reading to failing readers in the 7-10 year age range. Some respondents added that the series is also viewed by adults in their locale. Suggestions were made to style an adult basic education series on the "Electric Company" technique.

SELECTED COMMENTS, Program Managers

"Doesn't get as much attention as "Sesame Street", we're working to get Electric Company in to the school day."

"The kids seem to miss the "Love of Chair" segment. My only complaint about year #2 is the lack of the socko closing that "Love of Chair" delivered last year."

"Well researched, planned and presented."

"One of the best children's programs on television."

"What else is there to say that hasn't been said again and again."

"We have had several letters from viewers who are adult and thrive on the learning qualities of this program."

"There seems to be a growing concern among the parents of this target group that the "Electric Company" cast is going overboard in skits-songs and dances..."

"School surveys show it one of the most widely used of our ITV programs."

SELECTED COMMENTS, Audience Response

"Program is a great influence on my children."

"Many adults admit they watch and enjoy the show -- some who do not even have children."

"Teachers show their enthusiasm by calling for the guic

"Favorable...reaction to workshop and local TV program b .. CTW."

"Area teachers are quite impressed."

BLACK JOURNAL

> "It's the only series dealing with the Black perspective in depth..."

Program managers considered "Black Journal" overall as an above average series. Less than half of the licensees received audience response to the series. The response was mixed, generally positive from the Black community and somewhat critical from the white community. In areas with potential populations of 100,000-249,999 the response was quite favorable (1.7) while it tended to be unfavorable in areas of 99,999 or less (3.7).

Local press reaction was extremely limited though generally favorable. A few program managers noted coverage by the Black press.

More than 70% of the program managers felt that "Black Journal" did meet its objectives and they considered these appropriate for category I of the national service.

> To inform the audience of the contemporary black experience through the use of historical perspectives as well as contemporary documentary and interview techniques.

More than half indicated that to meet these objectives, "Black Journal" is needed on a continuing basis while almost one-third felt a continuing series other than "Black Journal" is needed.

More than one-third of the respondents estimated that the target audience, "Young Adult and Adult Black (with a possible interest for the white community)," was reached in their areas. However, 40% of the program managers did not know if the target audience was in fact reached. Many noted that they did not hear from their audiences, not have they done any studies to determine the series' reach. "Black Journal", though, is considered by more than one-half as appropriate for "Young Adult and Adult Black."

Half of the program managers felt the target audience should be served with "Black Journal" on a continuing basis while almost 30% felt it should be met by a continuing series other than "Black Journal." Additional programs and/or series should be scheduled on the national service for "Young Adult and Adult Black" according to one-quarter of the responding program managers.

"Black Journal" was judged as essential to the overall PBS service by more than 40% of the program managers. For the most part, they considered it essential because the series is produced for and by Blacks.

Just under one-third judged "Black Journal" as useful but not essential. The size of the Black population in given areas was definitely a factor. A few program managers suggested that the series tone is too harsh, both for Blacks and whites. The series was judged as marginal to the overall PBS service generally by those from areas with other large minority group populations.

When examining the question of essentiality by potential population, geographic region and licensee classification, we find some variances. Half of the respondents representing potential populations of two million or more considered "Black Journal" essential to the overall service and 28.6% considered it useful but not essential. The reverse of this was true for those representing areas of 99,999 or less, 28.6% considered it essential and 57.1% considered it useful but not essential. By geographic region, the largest proportion of respondents considering the series essential were from the Great Lakes and Plains region (55.6%). In the Southeast, program managers in equivalent numbers judged it essential (41.2%) and useful but not essential (41.2%). School District licensees represented the largest percentage of those licensees which judged the series marginal to the overall service (27.3%).

SELECTED COMMENTS, Program Managers

"I continue to question the notion of a program that tends to separate the races rather than uniting them in a common cause."

"Because of the unique subject matter treated, this program is essential to our schedule."

"It helped expose Black culture, news and human feelings to White America."

"Always get the feeling that this program is not 'Black Journal' but rather 'Tony Brown's Journal'."

"Can another black series -- less radical at times -- be produced? Blacks in our area are conservative."

"Programs produced in the field were very good -- wish budget permitted more of them."

"Minority programming has a place and this one is pretty good..."

"Black people really identify with series."

"...creates immediate antipathy in the white audience...poor journalism."

"We used as one of only two Black-oriented shows in preference to "Soul"...had its good moments, but often was offensive or incomprehensible to non-Blacks...it filled its mission to Black audience, however."

"We should develop programs for other minorities as well."

"Sometimes the subjects got a little touchy..."

"In a very real sense, this is a racist series (racist in the negative sense of the word) as it is purposely directed towards the black community. Despite this, it has real value by way of informing whites of the problems and concerns of the Black community."

"The black press was favorable..."

"Very positive comments from the Black community."

"...useful to any station...would like, however, to see scope of series broadened to include many diverse black points of view. as well as have more rebuttal time available for charges made during program, from other blacks within same program...might be interesting experiment to have other black segments (not under production control, but with Journal having editorial control) included from time to time...i.e., the midwest Black viewpoint, Southern Black, etc."

SOUL

> "SOUL successfully interprets the black experience through music, poetry, etc. Sometimes mellow, sometimes bitter and harsh, it's good TV."

Overall, "Soul" is considered a good series by program managers. It garnered audience response at three-fifths of the stations, and the general tone was favorable with support coming primarily from the Black community.

Press reaction, though favorable, was extremely limited.

Respondents felt that "Soul" met its objectives and they are appropriate for category I of the national service.

> To present black performers and spokesmen to black and white audiences in an entertaining and informative manner.

More than 80% feel that to meet these objectives the national service needs "Soul" on a continuing basis. Many program managers also feel the national service needs additional programs and/or series of this type.

It was felt that the target audience, "teenagers, young adults, adults," was reached in over two-fifths of the respondent areas. However, for roughly an equal number of respondents, the answer was "don't know." A few program managers suggested that the target audience be redefined to more clearly reflect the predominantly Black audience. "Soul" was considered appropriate for "teenagers, young adults and adults" and respondents felt they should be served with "Soul" on a continuing basis.

"Soul" was considered essential to the overall service by more than two-thirds. The element which made it essential for most of these licensees was that it is a vehicle for black expression on a continuing basis. More than one-fifth considered it useful but not essential. A few noted that negative feedback from white audiences influenced this judgment.

In examining the response by licensee, geographic region and potential population, we find limited variance. Program managers representing School District licensees thought "Soul" was better overall (2.4) than respondents for State Authority licensees (3.0). Audience response from areas with potential populations of 99,999 or less was mixed with a tendency toward unfavorable (3.5) while respondents in areas of 100,000-499,999 was solid favorable (2.0).

SELECTED COMMENTS, Program Managers

"Program is definately too black. Too biased. White programs that biased would not be aired."

"I have no response at all to indicate it is reaching its objective or audience as stated."

"We still get little response to Black programming from our Black audience."

"Series has some high and low points -- depending upon guest..."

"I am told that "Soul" appeals to a local sophisticated Black audience."

"This series has rapport with audience -- and all indications point to this series as a continuing audience builder."

"We repeated "Soul" at an alternate time for a period and received several calls when we stopped doing so. This allowed us to find out how popular it is."

"It compliments our local service and provides viewpoints not often found elsewhere."

"The target audience was served and since this one of two continuing series for Blacks, it should be continued."

". . .Indirect response indicates popularity in the young black audience."

"Highlighted a broadcross section of Black talent."

"This is the only all black series with name talent on television and as such is unique."

"Needs more lead time to promote excellent guests."

"Needs more dynamic host."

SELECTED COMMENTS, Audience Response

"Very favorable response from Black audience; some negative response from white audience."

"Favorable response to "Wonder Love" and "Ruby Dee and Ossie Davis."

"Farrakhan, The Minister. several requests for repeat of the program."

"Carmen Macrae performance was outstanding."

"Unlike 'Black Journal' we regularly receive calls from black viewers about Soul -- all favorable -- have received several complaints from white viewers."

WORLD PRESS

> "This program gives an unmatched perspective of our international affairs and how the U.S. is viewed by other world citizens."

"World Press" was considered by program managers as an overall "good" series. More than half of the licensees received response from their audiences and it was favorable. Though also favorable, local press reaction was very limited. When examining the program managers' evaluations by licensee classification, geographic region and potential population, we find some variances. The overall series evaluation by those licensees with populations of 250,000-499,999 was more positive (1.9) than those by licensees with potential populations of two million or more (2.5). Audience response was very favorable at University (1.5) and West/Southwest licensees (1.6) and favorable at School Districts (2.0) and North Atlantic licensees (2.1). Local press reaction for University licensees was very favorable (1.3) while less than favorable for School District and State Authority (3.0). Though not as great a difference, licensees with potential populations reported very favorable local press reaction (1.5) while those with 250,000-499,999 and 1,000,000-1,999,999 reported generally favorable (2.5).

Program managers overwhelmingly agreed that "World Press" met its objectives, "to demonstrate how the international press interprets the major weekly news stories." This objective was considered appropriate for category I of the national service and stations feel "World Press" is needed on a continuing basis to meet it.

Over half noted that the series reached and was appropriate for the target audience, "General."

"World Press was considered essential to the overall service by two-thirds of the responding licensees and more than one-quarter considered it useful but not essential. The primary essentuality factors were uniqueness in content and approach.

SELECTED COMMENTS, Program Managers

"Only one of its kind on TV -- serves loyal and interested audience."

"No one else is dealing with the world press on television."

"A very lively blend of intelligent commentators lift this series into the very good category despite the essential radio (non visual) presentation."

"Unique in approach and concept."

"International press review is essential for balance."

"Provides audience with insight into the whys and wherefors of worldwide information disseminators."

"This series continues to rate high and is the only showcase I know of for varied world opinion on world events."

"Strong reaction when program is pre-empted."

"Redefine target audience."

"Regular viewer mail on the series."

ZOOM

> "Zoom is a totally engaging and outstanding program for the age group it serves..."

Overall, program managers consider "Zoom" a good series. Audience response has been very favorable according to 70% of the licensees. Program managers did note however that they would like to know the number of postcards and letters sent from their area directly to the producing agency, WGBH.

Less than one-quarter of the respondents received local press reaction. When it was received, it was favorable.

Program managers overwhelmingly agreed that "Zoom" did "provide an entertainment which demonstrates that children of this age can write, present and create a program for their peers." This objective was seen as appropriate for category I of the national service. To meet this objective, they noted that "Zoom" is needed on a continuing basis and almost one-quarter feels there could be additional programs and/or series.

The 6-12 year old target audience was reached according to three-quarters of the respondents. A few indicated that the series did attract both younger and older children. "Zoom" was seen as appropriate for the target audience and more than 70% feel the audience needs "Zoom" on a continuing basis. Additional programs and/or series would also be advisable according to more than one quarter.

More than two-thirds consider "Zoom" as essential to the overall service because of the audience participation factor, the production quality and the age levels it addresses. A few of those who felt "Zoom" was useful but not essential noted the PBS feed time as the negative factor.

When examining the responses by potential population and geographic region, we find some variances. Program managers of licensees with potential populations of 99,999 or less indicated that overall, "Zoom" was an outstanding series (1.4), while those of licensees with 1,000,000-1,999,999 rated it as a good series (2.1). Audience response was more favorable in areas with populations of two million or more (1.2) than it was in areas of 1,000,000-1,999,999 (1.8). All of the responding licensees with populations of 99,999 or less felt the series' objectives were appropriate for category I of the national service while two-thirds of those with potential populations of 250,000-499,999 thought so. In the West and Southwest region, 84.6% of the respondents indicated that "Zoom" reached the target audience while only 63.6% of those from the North Atlantic region thought so.

SELECTED COMMENTS, Program Managers

"Building and supporting a strip for this audience has been most important; however, we should explore outlets for the 13-17 year olds.

"One of the good things about the Christmas schedule is the number of specials which are targeted to a general audience, but particularly at kids. Additional specials throughout the year would be a desirable thing."

"Local children seem to be delighted by the program."

"Essential...fact that it was produced by and for its target audience as well as featured with the target audience...kids talking to kids."

"It entertains a segment of our audience seldom reached by public television."

"Would like to see at least a sampling of viewer mail from this region...with full understanding of monumental task this may pose."

"Target audience needs to be served, but this series, as it stands, relies too much on what comes across as a bunch of bratty kids. Perhaps the addition of a host 'interlocutor' would be appropriate."

"First class children's entertainment.".

"I don't think it is absolutely necessary to serve this target audience with entertainment but am pleased with the high quality."

"Network feed time not too good. Heavy family program competition at 7:00 Sunday night."

"Production quality has improved."

"The pre-teen group is not really represented on any network except for 'Zoom'."

"I feel certain that the target audience is wider than late elementary and early Junior High School age group."

WALL $TREET WEEK

> "Congratulations to WMPB!... Factual, light, non pompous. As good production values as we've ever seen for content which is basically 'talk'... superb... keep 'em coming."

"Wall $treet Week" was considered overall a good series by responding program managers. Over 70.0% of the stations received response from their audience and more than one-quarter rated the amount as high. The response was favorable. Local press reaction was favorable though rather limited.

Program managers overwhelmingly agreed that the series objective was met and that it was appropriate for category I of the national service: "To improve one's understanding of the stock market and the economics affecting it." To meet this objective program managers felt "Wall $treet Week" is needed on a continuing basis.

Two-thirds of the program managers reported that "Wall $treet Week" reached its target audience, "Investors and those individuals interested in becoming investors " However, one-quarter did not know if the series reached this audience. The series was considered appropriate for its target audience and program managers feel they should be served with it on a continuing basis.

"Wall $treet Week" was judged essential to the overall service by more than two-thirds of the responding program managers.

They noted the positive elements as: the timeliness of content, the host - Louis Rukeyser and the production quality. One-fifth of the program managers judged it useful but not essential, noting limited audience appeal and other programming priorities.

There were limited differences when examining the evaluations by licensees classification and potential population. Audience in areas of two million or more responded more favorably (1.3) than did those from 250,000 - 499,999. With the exception of the University licensees at least 70% of all responding licensees judged "Wall $treet Week" as essential to the overall service. 82.6% of the licensees in areas with potential populations of 500,000 - 999,999 judged the series essential while only 42.9% of those with 99,999 or less did so.

SELECTED COMMENTS, Program Managers

"Excellent programs for lay and broker audience."

"Serving to an audience not served elsewhere -- probably an audience in a position to aid public stations."

"We had done weekly stock reports and interviews in past years and, although we had an audience, couldn't make it 'click.' It's amazing what time, talent and funding can do."

"Well researched, good talent and guests, good production."

"A series of introductory programs re stock market would make this series more widely valuable."

"Relevant, informative content, only program of this type on the air at this time."

"We picked up our highest level of comments when this program aired. We also received local underwriting one day after air..."

"Think the target audience should be broader. Many of our audience who watch this program are middle class spectators who can't afford to become investors."

"...doesn't make a significant contribution to our schedule..."

"This is a fine alternate service..."

"'Wall $treet Week' must continue on PBS no matter what the cost is."

"Because of favorable viewer response, I scheduled a second play of the series."

"We need this program 52 weeks a year, not just October through May."

A PUBLIC AFFAIR/ELECTION '72

> "A pleasant change - informative - from the commercial and other news-oriented rather than process-oriented election coverage."

"A Public Affair/Election '72" was considered overall a good series by the responding program managers. An equal number of stations received and did not receive response from their audience (44). Almost one-third of those reporting audience response rated the amount as low. "A Public Affair/Election '72" garnered generally mixed audience response. Program managers noted that a considerable proportion of this response was based on the audience's particular political persuasion.

Local press reaction was reported by just over one-quarter of the respondents. Like the audience response it was generally mixed. A few program managers noted that articles specifically cited the series as "well balanced."

The objectives for "A Public Affair/Election '72" were considered met and appropriate for category I of the national service.

> To provide a weekly report on the national political scene in a presidential election year with special emphasis on the political process as opposed to the political events unfolding; to be topical rather than chronological; to focus on the campaign issues, the electorate and process of party politics.

Two-fifths of the program managers felt that the national service needs "A Public Affair/Election '72" on a continuing basis to meet the specific objectives. One-quarter felt that the national service needs a continuing series other than this. A few noted that such series should be reserved for election years while others felt a continuous examination of the political process is necessary.

The target audience, "Adult and Young Adult," was reached in over one-third of the locales. More than two-fifths of the respondents did not know if they were reached.

"A Public Affair/Election '72" was judged essential to the overall service by 58.9% of the responding program managers. The regular coverage of the election activities and the in-depth presentation of the campaign developments were seen as positive elements. 23.3% judged the series as useful but not essential. The accompanying comments focused on the amount of coverage already being provided by commercial television and the need for improvement in production quality and content balance. 11.1% judged "A Public Affair/Election '72" as marginal focusing on the concept of "duplicative service."

Variances are evident when examining the evaluations by potential population and licensee classification. Overall program managers from areas of 250,000 - 499,999 felt it was a better series (1.8) than did those from areas of 1,000,000 or more. Audience response was more favorable in areas of

100,000 - 249,999 (2.2) than in areas of 1,000,000 - 1,999,999 (3.2). School District licensees received more favorable audience response (2.2) than did Community licensees (3.2). Local press reaction in communities of 250,000 - 499,999 was more positive (2.0) than in communities of two million or more (3.0). While less than 40.0% of the program managers representing areas of 500,000 - 1,999,999 felt the series was essential all the program managers from areas of 250,000 - 499,999 felt so.

SELECTED COMMENTS, Program Managers

"It effectively dealt with one of the most misunderstood, and/or least understood aspects of our society. The political process is all of that, plus it is potentially the dullest of subjects. This series made a contribution to broadcast journalism, and to PTV that will probably never receive just recognition. It should provide the basis for high school civics courses for years to come."

"I don't believe the series ever received the audience or promotion which it deserved..."

"Although elections are not of prime interest now, politics still are. The program was great -- would like to see it continue in a political vein."

"Offered coverage and interpretation not otherwise available."

"MacNeil and Vanocur seemed cut from the same mold -- the programs were dry, lacked sparkle -- occasional historical docs were excellent. At times, I wished that programs had been as controversial or unbalanced as our worst critics suggested. If anything, we erred in the other direction, with too frequent blandness or seemingly uninspired presentations."

"Its content was current and well covered."

"It was TV's most comprehensive look at the election. All Americans needed such a look."

"For some reason, good as it was, it did not generate an audience. A later hour might have helped."

"...they were too middle-of-the-road and dull..."

"...to much personal opinion...revealing back-room secrets and machinations is interesting when you have intrigue and a scandal. Trying to make the routine exciting is almost impossible."

"...Content was good, but the fact that MacNeil and Vanocur were presented presented a negative outlook on the series."

"Scope and depth could not have been duplicated at the local level...information was important."

"This is another example of programming that is no way alternative to commercial efforts..."

"Viewing audience for this series was apparently small."

SELECTED COMMENTS, Audience Response

"Virtually all response criticized liberal tone of series..."

"Best and only such service available in this country. Proud of it."

"Some people expressed surprise at the balance in the show."

PLAYHOUSE NEW YORK

> "High quality production and performance in the dramatic area on a continuing basis -- where else can you find this on television."

"Playhouse New York," a series comprised of individual dramatic offerings, was judged overall as "good."

Program managers representing more than 70.0% of the stations reported receiving audience response. It was favorable with some programs garnering particular mention: "The Rimers of Eldritch," "Between Time and Timbuktu, A Space Fantasy," "Antigone," and "Acts Before Dying." Response from communities of 1,000,000 - 1,999,999 was more favorable (1.6) than from those of 99,999 or less (2.5).

Local press reaction in columns and reviews was reported by more than two-fifths of the program managers. This reaction was favorable.

"Playhouse New York" met its objectives and was considered appropriate for category I of the national service.

> To present high quality drama both foreign and American in an attempt to demonstrate the range of techniques, styles, and concern of theatre.

Four-fifths of the program managers felt that the national service needs "Playhouse New York" on a continuing basis to meet the objectives and the other one-fifth felt they can be met by a different series. Additional high quality dramatic presentations for the national service were seen as needed by more than 20.0% of the respondents.

The target audience, "Young Adult and Adult," was reached in over half of the reporting locales. More than three-quarters of the program managers felt that "Playhouse New York" was appropriate for them.

More than three-quarters of the program managers judged "Playhouse New York" was essential to the overall service. The fact that public television presented excellent dramatic offerings was noted as the essential element by most of the responding program managers. Some program managers who judged it useful but not essential felt that "Playhouse New York" could have been improved by the elimination of repeat offerings.

SELECTED COMMENTS, Program Managers

"The concept of providing quality drama, especially American drama, as an alternative to the infrequent and often insipid commercial TV's drama offerings is essential."

"I believe that the variations of style within the series worked against it."

"It is quite necessary to provide the American TV audience with dramatic fare superior to the light situation comedies and other similar programs generally offered by commercial TV."

"The presentation of excellent dramas to a community,...which is not often exposed to this level of entertainment."

"'The Last Journey' and 'Rimers of Eldritch' were outstanding!"

"...too many repeats, not enough new..."

"We need to provide good drama - this series, although often flawed, does so."

"Please - some comedy!!!"

"There are three drama series on PBS. This seems to be a duplication."

"Wish there could be the scope without so many repeats."

"It's the only chiefly American drama series on PTV."

"The 'classic' plays received best reaction."

"Plays are too intellectual with not enough general appeal."

"This series was hurt by the unevenness of the programs."

"We felt, based on audience comments, that a closer affiliation to the New York legitimate stage would provide a greater creditability for the series."

SELECTED COMMENTS, Audience Response

THE RIMERS OF ELDRITCH
"Excellent."
"Good mail response."
"...started a letter war in the local press - some thought it was immoral, other thought it was great drama."

ANTIGONE
"Good response for the fine staging and talent of this production."
"Schools loved it."

MEDEA
"Schools loved it."

AN AMERICAN CHRISTMAS
"Fast becoming a holiday classic."

THRONE OF BLOOD
"...so severely beautiful it hurt..."
"Superb."

HOME
"Excellent."

ACTS BEFORE DYING
"Good response."
"Several calls were extremely enthusiastic about it."
"...segments did actually give people a thinking basis on what they would do."

TO BE YOUNG, GIFTED AND BLACK

"Excellent response."

BETWEEN TIME AND TIMBUKTU, A SPACE FANTASY

"Very good."

"Requests for repeat airing."

"Young audience responded favorably."

"Excellent."

"Vonnegut's followers reappeared and again proved ardent and prone to comment."

WASHINGTON WEEK IN REVIEW

> "Excellent program with outstanding reporters who give insight into what is happening in the nation's capitol. Cannot find a program like this anywhere else on TV."

"Washington Week In Review" was considered a good series and essential to the overall service by almost three-quarters of the program managers. For the most part, essentiality was based on the importance of and the meeting of its objectives:

> To go beyond the facts of what happened in a news story of the week and to tell why it happened and what may be the possible ramifications of it.

Almost 90% felt that the national service needs "Washington Week In Review" on a continuing basis to meet those objectives.

The series garnered audience response at more than two-thirds of the stations. It was favorable. Audiences in the Great Lakes and Plains region responded more favorably (1.5) than did those in the West and Southwest (2.3). Local press reaction was very limited though it tended to be favorable. The local press was favorable in areas with potential populations of 500,000-999,999 (1.8) but not in those with populations of two million or more (3.3).

"Washington Week In Review" reached its target audience, General, according to almost two-thirds of the respondents and was considered appropriate for them. More than one-quarter did not know if a general audience was reached.

SELECTED COMMENTS, Program Managers

"Program was pre-empted once -- Bad Mistake!"

"The most articulate news/background show available."

"Leave this to commercial TV's Sunday morning ghetto."

"This series provides important background information on Washington stories that would otherwise remain headline stories only."

"...This is what PTV can do that other TV cannot, and we should capitalize and expand on this."

"Most underrated series in the whole schedule."

"No where else can you find this type of program on television."

SELECTED COMMENTS, Audience Response

"...program bias toward liberals."

"...top-notch;...wouldn't miss it for one week."

"One of the best half hours on TV."

"...illustrates instictive bias of media against all things American..."

JUST GENERATION

"Only program aimed at teenagers on a regular basis."

"Just Generation" was judged by program managers as overall an average series. Those representing areas with potential populations of 99,999 or less thought it was a better series (2.1) than those from areas with two million or more (3.4).

"Just Generation" was developed to appeal to a "teenage audience." More than three-quarters of the licensees received no audience response to the series. Of those who did more than half rated the amount as low. The response received was favorable.

State Authority licensees, licensees with potential populations of 1,000,000-1,999,999 and those in the West/Southwest region received more positive audience response (2.0,22,2.0) than did State Authority, North Atlantic and licensees with potential population of 500,000-999,999.

Based on the minimal level of response more than two-thirds of the respondents did not know if the series reached the target audience, "teenagers." Many felt teenagers are a difficult group to reach and suggested that future promotion efforts for series directed to teenagers be advertised in publications they read, and at places they frequent, i.e. schools, theatres, record stores.

"Just Generation" was considered appropriate for teenagers by more than half of the program managers. More than one-quarter felt teenagers should be served with "Just Generation" on a continuing basis and almost one-third felt they should be served with a continuing series other than it. More than one-third of the program managers feel there should be additional programs/series for teenagers.

Local press reaction, though favorable, was very limited.

The objectives for "Just Generation" were met according to more than one-half of the program managers, and the objectives were considered appropriate for category I of the national service.

> To give teenagers a keener appreciation of the role of law in their everyday lives...how it works, what it can do for them and against them.

Just over one-quarter of the respondents felt that "Just Generation" is needed on a continuing basis to meet the objectives and less than one-quarter felt a continuing series other than it is needed. Over one-quarter of the respondents would like to see additional programs/series with these objectives.

All in all, "Just Generation" was judged as essential to the overall service by more than one-fifth. The issues discussed and the target audience, "teenagers," were seen as the essential elements. Over one-third judged the series as useful but not essential and an equal number judged it as marginal to the overall service. Some suggested that the series could have been improved with a change of host and less talking by both the host and studio participants.

There were some differences when examining essentiality by licensee classification and potential population. 41.7% of the responding school district licensees judged it useful but not essential and 25.0% judged it marginal, while 13.3% of the University licensees judged it useful but not essential and 43.3% judged it marginal. Over half of those licensees with potential populations of 249,999 or less judged it useful while the reverse was true for those with 1,000,000 or more judging it marginal.

SELECTED COMMENTS, Program Managers

"Content and treatment superb. Production quality very good..."

"The format didn't appeal to the target audience...too talky."

"A large part of our living is dealing with some sort of law--which this series brought out--and a regular series, say on consumerism, which dealt with topics like income tax, health care, etc., but aimed at general audience, would be useful to national service."

"I believe the feed time for this program was poor and the major reason the audience did not respond. We spent a great deal of time promoting the program - but we were told it was on too early."

"Do we really know what teenagers want to and will watch on television? We haven't been able to identify the methods of reaching them with a program they want to watch. This is probably the most difficult audience of all to serve. Maybe it's because they have so many other things to do..."

"...Would like to see the program run again in a better time slot; maybe it's ahead of its time."

"Too much rap and too little info about the law."

"We might have been able to do more in the in-school context with more info sooner about the series."

"Program #1 - bad show - probably killed series."

"Program was not fast paced enough to hold teenagers' interest very long..."

"More national promotion needed to directly address the target audience..."

"Ace Company bits were corny, not funny."

"Get into more detail, replace Howard Miller."

"Problem here is promoting a series of this type to its target audience. We all know that this is practically impossible..."

"Miller fine on Advocates, deadly on Just Generation."

"One or two viewers loved it."

FAMILY GAME

> "The subject was very relevant. We simply did not get the response we had hoped. We should take another shot at this one."

Program managers considered "Family Game" overall an average series. School District licensees felt it was a better series (2.3) than did State Authority (2.4). A similar situation prevailed with licensees of potential populations of 99,999 or less (2.4) and those with 1,000,000 - 1,999,999 (3.1).

More than half of the stations did not receive response from their audiences. However, where received it was favorable and of a normal or low amount. This can perhaps be explained by the fact that a significant amount of mail was sent directly to the producing station, WQED. The conclusion of each "Family Game" program contained information asking viewers to write to a central post office box number. Over the course of the series, over 10,000 letters were received by WQED. They report that only four of these raised any questions about the effect of the series. More than half of these letters included requests for the "Family Game" book which was commissioned to accompany the series.[1] Audience response to Community licensees was more favorable (2.3) than

---

[1] Stations were notified that if they provided a listing of zip codes for their area WQED would send them their respective viewer mail for developmental purposes. Approximately one-third of the stations responded and mail is still being sent to them.

State Authority (3.0). Licensees with potential populations of 100,000 - 249,999 received more favorable response (2.0) than did licensees with potential populations of 99,999 or less (3.0).

Local press reaction was reported by one-fifth of the respondents. It was favorable.

"Family Game" was designed to "stimulate communication on the issues involved." Less than half of the program managers felt the objective was met, yet more than two-thirds felt the objective was appropriate for category I of the national service. A few stated it was difficult to judge future programming needs with this objective in mind since the audience response was rather limited. More than one-quarter felt that the national service needs "Family Game" on a continuing basis to meet the objectives as well as needing additional programs and/or series. Less than one-quarter feel there is a need for a continuing series other than "Family Game."

Program managers representing more than two-thirds of the responding licensees did not know if "Family Game" reached its target audience, "Families and Children Age 13+." Over half felt that the series was appropriate for them and more than one-quarter would like to see future programs directed toward them.

An equal percentage of program managers (34.4%) judged "Family Game" was useful but not essential and marginal to the overal service. The negative points were noted as the treatment of issues in a negative tone and the psychodrama format. More than one-quarter judged the series as essential. Many of these program managers cited the positive aspects as the objective and target audience. 4.7% of the School District licensees judged "Family Game" as essential while in each of the other licensee classifications this was limited to 15.0% or less. 42.9% of those licensees representing areas with potential populations of 99,999 or less judged it essential while in each of the other population groups this wa limited to 25.0% or less.

SELECTED COMMENTS, Program Managers

"Production was too polished - we missed some naturalism."

"Content and treatment in relation to target audience was strongest feature..."

"The series objective(s) was reasonable but one which could have been handled better with another vehicle."

"While the objective...was not always met, the ideas behind it were very good. Perhaps further exploration of the positive and negative points of the series could lead to a series in the same vein that meets all expectations."

"This series attempted to show the workings of the family and interfamily conflicts and feelings but never seemed to get to the heart of the problems. A thirty minute program was just too short to develop and to point out personality problems within an individual."

"...impressed with the quality of mail - but not the volume.

"...might be good to re-run in summer when not up against commercial 'fall season.'"

"Objectives need to be met -- but not with this particula series."

"The informality with which the subject areas were presented and the need for communications after watching the programs make it essential."

"A Sunday night showing was the first mistake...the show is so obviously edited...try something like it again in a longer length."

"Not entertaining enough -- too heavy."

"Program content was never tied together."

"The situations and personalities were too pat and contrived..."

"Too many programs using psychodrama, confrontation group approach. Became boring..."

"...(need) one that upgrades the family, not degrades."

"Should be more direct to specific problem areas..."

"Too much emphasis on negative."

"...a shorter series or individual specials devoted to issues with a family orientation would be preferable."

DATELINE AMERICA

"There were fine programs in the series..."

"Dateline America" was the series umbrella title for five individual public affairs documentaries from public television member stations across the country.

Program managers overall considered it an average series. However, many considered two of the programs, "Somebody Waiting" and "Fallen Angels" as outstanding. "Dateline America" garnered audience response at just under three-quarters of the stations and it generally was favorable. The stations estimated that the amount of response ran from normal to low. "Somebody Waiting" and "Fallen Angels" garnered the most audience response. Press reaction was very limited and the tone was mixed.

"Dateline America" was designed "to provide public affairs programs on a variety of topics." More than 70.0% of the responding program managers felt it did succeed and over half felt this was an appropriate objective for category I of the national service. Some program managers offered suggestions on how this objective or a variation of it could be met in the future. These included: a standard host to provide an introduction for each program; a choice of topics that have a connecting thread; a single topic explored from different angles representing regional differences and efforts.

The target audience of "General - Adult" was reached according to one-fifth of the program managers. However, half did not know if a "General - Adult" audience was reached. Some noted that the variety of topics and series length made it difficult to gauge this aspect. Over one-half of the program managers considered this series appropriate for them.

"Dateline America" was judged useful but not essential to the overall service by 43.6% of the responding program managers. A few noted that "Dateline America" could have been essential if the series ran longer--developing a pattern of diversified public affairs programs within one series.

SELECTED COMMENTS, Program Managers

"I had the feeling I was airing a group of fillers."

"Series was very uneven in quality of production and interest."

"Better publicity, more opportunity for more stations to participate."

"A varied approach to 'public affairs' problems of universal pertinance."

"Subject matter covered could be expanded on a more national interest basis."

"Impossible to promote as a series. Taken individually, they were pretty good."

"Subjects too varied to attract continuing viewing."

"Topics and treatment good. Production quality and talent very good."

"Timeliness of some programs was such that interconnect was not vital to program."

"Series seemed to be 'fill' programs to take up time until Moyers' series was ready."

"Longer so it could become habit forming."

"Like the idea of putting shows from several different stations under a banner series title - but is more category II than category I material."

"Generally it wasn't that strong."

"Group a series of programs by topic and/or content. Select a singular topic for several stations to approach."

"Somebody Waiting' was much appreciated by Health Service people."

"Somebody Waiting' brought very heavy audience response."

"...we had many calls on both 'Somebody Waiting' and 'Fallen Angels' but viewers did not know they were watching 'Dateline America'..."

"Fallen Angels' was much appreciated by Alcoholism people."

BILL MOYERS' JOURNAL

> "Timely material...excellent in-depth reporting...fairness in consideration of both sides of question...good editorial comment by Moyers."

"Bill Moyers' Journal" overall was considered a good series. Some program managers noted that they found it difficult to complete a fair evaluation because the series first aired on November 14, 1972.

Just over two-thirds of the stations did not receive response from their audience. A few noted that it does take time for a series to build an audience and for them to become responsive. When received, it was favorable. Three programs were particularly cited: "No Tears for Rachel," "America - Land for Sale," and "The Miners Decide."

Local press reaction, though limited, was generally favorable.

The series' objectives were met and were considered appropriate for category I of the national service according to over three-quarters of the responding program managers.

> To treat and observe the concerns, problems, and experience of contemporary American life as seen by average as well as the prominent citizen.

More than 70,0% of the program managers felt that the national service needs "Bill Moyers' Journal" on a continuing basis to meet these objectives and almost one-quarter would like to have additional programs and/or series.

Over one-half of the respondents did not know if the target audience "Young Adult and Adult" was reached. They do however feel that "Bill Moyers' Journal" is appropriate for them and would like to have them served with it on a continuing basis.

Almost an equivalent percentage of program managers judged "Bill Moyers' Journal" as essential to the overall service (42.2%) and useful but not essential (41.1%). The positive elements of the series were identified as: Bill Moyers himself and the on-the-scene investigative reporting. A few who judged it useful but not essential mentioned the number of public affairs series presently on the national service as the negative factor.

There were some differences when examining the response by licensee classification and potential population. Overall series evaluations completed by program managers representing University licensees were more favorable (2.1) than those by School Districts (2.9). Licensees with potential populations of 99,999 or less received more positive audience response (1.0) than did those representing areas of 250,000 - 499,999 (2.4). Audience response to State Authority licensees was more favorable (1.8) than response to University licensees (2.5). Almost three times as many program managers from areas with potential populations of 100,000 - 249,999 judged "Bill Moyers' Journal" as essential than did those from areas of two million or more.

SELECTED COMMENTS, Program Managers

"This show is absolutely essential to overall service..."

"...This series will never have a circle of fans who wouldn't ever miss a program -- it is not really promotable because the content topics vary so much, and the talent, though very competent as a journalist and on camera reporter, doesn't have the charisma, or whatever, to really become an attraction. If elements of this series were to be incorporated into a broad, all encompassing, series such as the Lehrer proposal, it would make a valuable addition and achieve the visibility that it now lacks, and will probably never attain."

"The program vehicle permits participation and involvement by a far more 'average' viewer than most public affairs programs."

"Subject matter covered fairly and complete."

"A different approach; well done. The program on rape was especially good."

"There is so much public affairs that one more public affairs program can hardly be called essential."

"Although I think this is a good series, I have not received audience response enough to say that it is essential...used by some high schools and there I feel subjects students are interested in would be good."

"...Bill Moyers can be developed into a recognized reporter to viewers who may not now be familiar with the program..."

"...production sometimes good, sometimes poor. Subject material seemed to also follow the same pattern."

"Enjoy very much his in-depth, on the spot coverage of topics not touched on by other media."

"The amazing thing about this program is that it never feels rushed...and yet it goes by so fast you wonder where the time went...program on the UMW election was the best thing I've seen or read on the UMW fight. It was thorough, sensitive, 'balanced,' and tough. The same with the land sales..."

"The objective as stated...is rather vague, which is just as well. It gives Moyers rein to do what he does best - listen and talk."

"Explores areas of contemporary American life which might otherwise be unexamined. Subject selection is crucial to the success of this show. Thus far it's been quite good."

"Talent and treatment, excellent."

"It has not been on long enough to build a strong following..."

SELECTED COMMENTS, Audience Response

"Local journalists love it...and the few audience responses have been highly favorable."

"Biased reporting on land speculation program."

"Got Flack from land companies in area on 'America, Land for Sale.'"

"'No Tears for Rachel' - handled very well - four teenagers in family...made point without panic."

"Program on UMW election drew request for response from local union official who felt Boyle position had not been treated fairly...broadcast his short statement following repeat broadcast of Moyers program."

INTERNATIONAL PERFORMANCE

> "There is a great need for music and dance in our schedule. This was a superb way to obtain quality programs . . ."

"International Performance," a series comprised of cultural programs from France, was considered overall "a good series." Program managers representing communities of 250,000 - 499,999 felt it was an "outstanding" series (1.0) while those from communities of two million or more felt it was "good" (2.2).

Almost 80.0% of the stations received response from their audiences The amount of such response was high at almost half of the responding stations. Audience response was very favorable with some programs garnering particular mention, "Salome," "The Firebird," and "The Spellbound Child." In the Southeast region audience response was more favorable (1.3) than in the North Atlantic (1.9). It was more favorable in communities of 250,000 - 499,999 (1.0) than in those with 99,999 or less (2.0).

Local press reaction to "International Performance" was reported by over half of the program managers. This reaction was favorable.

The series objectives were met and considered appropriate for category I of the national service.

> To provide a continuing program service of dance, music and light opera in order to present programming which does not frequently appear on American television: to present French cultural programming to the American audience.

Two-thirds of the program managers felt that to meet these objectives the national service needs "International Performance" on a continuing basis. However, almost 30.0% felt a continuing series other than "International Performance" is needed. Some suggested an international performance series comprised of productions representing many foreign countries. More than one-third would like to see additional international programs and/or series as a part of the national service.

The target audience, "General," was reached in over two-thirds of the locales. However, more than 20.0% of the program managers did not know if they were reached.

"International Performance" was judged as essential to the overall service by more than 70.0% of the program managers. The elements which made it essential included the overall production quality and the excellent mix of music and dance programs. Just under 20.0% judged it was useful but not essential. Many of these program managers felt the technical quality could have been improved. Even though only 1.1% judged the series as marginal to the overall service quite a few program managers offered similar suggestions for an alternate series: "a cultural series representing the efforts of many countries to provide exposure to as well as an appreciation of foreign presentations."

SELECTED COMMENTS, Program Managers

"This series did not have 'general audience' appeal, nor should it have had... Great variations in talent, choreography, and production resulted in extremely spotty series, unpredictable from week-to-week. Programs ranged from 'super' to 'super dreadful' as the Firebird-Phaedre broadcasts demonstrated."

"Pledge nights were successful around this series, and we know International Performance had a large and enthusiastic audience. It helped us immensely this fall."

"Broaden the series to include cultural offerings from many countries..."

"The pretentious opening and close with Robert Merrill was overdone...all of the production credits...for just an opening and close!"

"Technical quality in some of the programs was very bad..."

"This was probably the top audience builder this season. Response was tremendously favorable."

"...Did a good job fulfilling the requests for classical music which we get from viewers."

"A series of international performances is appropriate -- but should not be limited to France..."

"Production techniques somewhat erratic in standard of quality, subject matter sometimes excellent sometimes poor..."

"More should have been made of the French television aspect... the audience could have had a more active role in comparing us and French productions."

"We received local press from a paper that usually does not give any...they even covered it in the general news section rather than on the TV page."

SELECTED COMMENTS, Audience Response

FIREBIRD
"An Absolutely outstanding program."
"Excellent production quality, set."
"Requests for repeats."

SALOME
"Very favorable response for its artistic quality."
"Quality never before seen on American television."

ROMEO AND JULIET
"Fabulous production."

SPLENDOR OF VERSAILLES
"Requests for repeats."

THE SPELLBOUND CHILD
"Requests for repeats."
"Very favorable response."

TCHAIKOVSKY/WAGNER
"...want more of this and not Boston Pops."

CARRASCOLENDAS

> "No other program on PBS tries to fill the stated objectives of this program, objectives that are important."

"Carrascolendas" was carried by 30% of the licensees. More than three-quarters responded to the evaluation.

Overall, program managers considered it a good series. Those from School District licensees thought it was a better series (1.8) than did those from State Authority licensees (3.2). More than half of the licensees received response from their audiences and it was favorable. However, 40% noted that the amount of response was low for their area. Though all favorable when examining the response by potential population there were some differences. Those with 100,000-249,999 termed their response as very favorable (1.0), the range for the others was 1.7-2.0.

Local press reaction, though favorable, was very limited. A few program managers noted that "Carrascolendas" received mention in Spanish language newspapers.

"Carrascolendas" was judged to have met its objectives, and these objectives were considered appropriate for category I of the national service:

> To be a supplementary medium for bilingual instruction of Mexican American and other Spanish speaking children; to encourage the understanding of similarities between people who speak different languages.

More than two-thirds of the program managers feel "Carrascolendas" is needed on a continuing basis to meet the stated objectives and almost one-fifth felt the objectives can be met with another series on a continuing basis. In response to another question, one-fifth of the respondents felt there could be additional programs and/or series to meet the objectives.

More than half of the program managers did not know if "Carrascolendas" reached its target audience of "Kindergarten - 2nd grade." Almost one-third, mainly from areas with a large Spanish speaking population, noted that it did. Two-thirds felt that this target audience should be served by "Carrascolendas" on a continuing basis and over one-quarter felt a continuing series other than this should serve them. Many respondents felt there should be additional programs and/or series for the "K-2" audience.

The series' objectives and the target audience make "Carrascolendas" essential to the overall service for more than one-third of the respondents. The series was considered useful but not essential by slightly more program managers. They noted it could be essential if there were more programs in the series and if the production was improved. More than 40% of the respondents both in the Great Lakes and Plains region and the West/Southwest region considered "Carrascolendas" essential. All respondent licensees in the Southeast considered it useful but not essential as did three-quarters of those in the North Atlantic region.

SELECTED COMMENTS, Program Managers

"Most important to us with 1,000,000+ Latin community. Need more like this series."

"Favorable response by the Spanish-Latin community press."

"Especially essential...because of the large Spanish language population in this area."

"Good idea to encourage the understanding of similarities between people who speak different languages..."

"Teachers and parents felt it met a need."

"The programs were used as a part of the ITV service. There has been little feedback and we feel we need some in-service training for teachers."

"...Too soon to judge its effectiveness."

"Intensive use by small number of viewers."

BEHIND THE LINES

> "Only program of its type on national television. The press has responsibility for informing public. 'Behind the Lines' has the responsibility for informing public on how it works."

"Behind the Lines" overall was considered a good series. Just under half of the responding stations received response from their audience. More than 40.0% indicated the amount was low though over half indicated it was normal. Audience response was favorable and a few programs were specifically mentioned: the segment featuring Clay T. Whitehead, the examination of television coverage of election night, and the profiles of the Associated Press. Though favorable, local press reaction was rather limited.

Program managers overwhelmingly considered that the series objectives were met, that they were appropriate for category I of the national service and that "Behind the Lines" is needed on a continuing basis.

> To instruct and inform, as well as analyze aspects of the media in the country; how news is gathered and disseminated; how journalism works.

Almost one-third felt that the national service needs additional programs and/or series to effectively meet this objective.

The target audience "Adult and Young Adult" was reached according to one-third of the respondents. However, over 60.0% did not know if they were in fact reached. "Behind the Lines" was considered appropriate for "Adults and Young Adults" and program managers would like to see them served by it on a continuing basis.

"Behind the Lines" was judged essential to the overall service by just over half of the program managers. The timeliness of the issues, the unique approach, and the areas of concern were all seen as the positive elements. Just over two-fifths judged the series as useful but not essential. A few noted that the series was difficult to promote because guests and topics were announced too late for program listings.

SELECTED COMMENTS, Program Managers

"For the first time a series was developed to show the public the problems and points of view of journalists as they report the news."

"This could become one of the most important public affairs programs on any network today. With journalism becoming itself a subject of news, 'Behind the Lines' is a superb format to give this issue the attention it deserves."

"Would like to see a media critique, a la 'Columbia Review of Journalism."

"Unique approach to news elements."

"There is no way to publicize the show because we don't know the subject of each show until too late. Thus the audience doesn't know about it, so they don't seem to be watching it."

"Free press well exhibited."

"The outspoken opinions about the news media make it a valuable program."

"...difficult to promote due to timeliness."

"The public thinks what it thinks based on media input. The public does need to understand the operations of the media."

"Because of what is happening nationally to news media interest has been jacked tremendously."

"A superb and unusual look at how news is gathered and reported. No other show like it on TV. Excellent production and interesting material."

"Occasionally just seemed to be surface treatment - didn't offer solid new info and insight."

"It would seem that the general audience isn't interested in this type of service - but that members of the journalistic (media) professions are."

"Local journalists and university community love it."

"A vital supplement to both PTV and commercial news and public affairs."

"Need for continuing media review."

"Timeliness is essential."

MISTER ROGERS'

"... one of the finest children's programs on television."

"Mister Rogers" overall was considered a good series. More than four-fifths of the responding stations reported audience response. This response was very favorable from both parents and children. Many noted appreciation for "the gentle manner of Fred Rogers."

Local press reaction though very limited was favorable.

All of the responding program managers agreed that "Mister Rogers'" "helped children to grow in a healthy way," and that this is an appropriate objective for category I of the national service. They also felt that the national service needs "Mister Rogers'" on a continuing basis and over half would like to see additional programs and/or series for this objective.

Program managers overwhelmingly agreed that "Mister Rogers'" reached and was appropriate for its target-audience "3-8 year old children." They also felt that "3-8 year old children" should be served with "Mister Rogers'" on a continuing basis and three-fifths would like to see additional programs and/or series for them.

"Mister Rogers " was judged essential to the overall service because "Fred Rogers communicates to young children in a unique manner with values that are essential for their well-being."

SELECTED COMMENTS, Program Managers

"...relaxed pace and interest in child on a one-to-one basis."

"Mothers are extremely high in praise for the educational value of this series."

"Valuable service to young children."

"The target audience made this program essential."

"Some people would like to see newer programs."

"Little children want to be Mister Rogers' friend."

"6000 people turned out for open house-personal appearance of cast members."

"Too wide a stated target audience..."

"Rogers' series is unique."

"Parents upset a power saw demonstration and others which might lead children to try dangerous power equipment."

"Welcome change from the fast pace of Sesame St."

"Much appreciated on cold winter days ...by mothers and children alike."

APPENDICES

APPENDIX A

RESPONDENTS

Alabama ETV
KAET
KUAT
KETS
KIXE
KOCE
KCET
KVCR
KPBS
KQED/KQEC
KTEH
KCSM
KRMA
KTSC
Connecticut ETV
WMFE
WEDU
WUSF
WGTV
Georgia Network
KUID
KBGL
WSIU/WUSI
WTTW/WXXW
WTVP
WTIV
WFYI
WIPB
WCAE
WVUT
Iowa Network
KTWU
KPTS
WKPC
WCBB
Maine ETV
Maryland ETV
WGBH/WGBX
WGBY
WKAR
WCMU
WUCM
WDSE
KTCA/KTCI
KWCM
Mississippi ETV
KCPT
KETC
Nebraska ETV
KUON
KLVX
New Hampshire ETV
WNJT
KNME
WSKG
WNYE
WNED
WXXI
WLIW
WCNY
WMHT
WNPE/WNPI
North Carolina Network
WTVI
KFME
WOUB
WBGU
WCET
WOSU
WVIZ
WGSF
WMUB
Oklahoma ETV
KOAP/KOAC
WLVT
WITF
WHYY/WUHY
WVIA
WPSX
WSBE
South Carolina Network
KESD
KUSK/KDSK/KTSD/KBHE
WKNO
WDCN
KLRN
KERA
KUHT
KNCT
KTXT
KBYU
KUED

Vermont ETV
WVPT
WCVE/WCVW
WETA
WBRA/WSVN
KPEC
KWSU
KCTS
KSPS
KTPS
KYVE
WMUL
WSWP
WWVU
WHA
WMYS
WPNE
WYES
Kentucky Network
WFSU
KEET*
WNIN*
WOET*
WQED*

*Response to DACS sections only

APPENDIX B

PROGRAMMING CATEGORIES

The system of programming categories developed for the 1972 winter season overall service evaluation was utilized in the 1972 fall evaluation. The winter season changes were a result of feedback from program managers and careful consideration on the part of PBS. There are three major programming categories with subcategories where appropriate; reflecting the diversity of PBS programming.

- CULTURAL
  - The Arts
  - Human Relations
  - Sports and Recreation
- EDUCATIVE
  - Formal
  - Informal
- PUBLIC AFFAIRS

Program managers were not questioned about the EDUCATIVE, Formal subcategory since the summer schedule did not include programming of this type.

A breakdown by categories and subcategories for the series/programs fed during the summer season is included below.

PBS PROGRAMS/SERIES FED
FALL SEASON 1972

Cultural, The Arts

- Book Beat
- Caroling, Caroling
- Hollywood Television Theatre - Another Part of the Forest
    - Awake and Sing
    - Shadow of a Gunman
    - Poet Game
- International Performance - The Firebird
    - Orpheus in Hell
    - Tchaikovsky-Wagner Concert
    - Phedra
    - Les Brigands
    - The Splendors of Versailles
    - Romeo and Juliet
    - The Spellbound Child
    - Salome
    - La Sylphide
    - A Tribute to Beethoven
    - Tchaikovsky Symphony #7
- A Joyful Noise
- Masterpiece Theatre - Vanity Fair
    - Cousin Bette
    - The Moonstone
- McKonkey's Ferry: Christmas 1776
- NET Playhouse - Volpone
- Peter and the Wolf
- Playhouse New York - Classics for Today: Antigone
    - Classics for Today: Medea
    - New Actors for the Classics
    - Throne of Blood
    - To Be Young, Gifted & Black
    - Acts Before Dying
    - The Last Journey
    - Between Time and Timbuktu - A Space Fantasy
    - The Rimers of Eldritch
    - Home
    - An American Christmas: Words & Music
    - A Nice Place to Visit
    - Film and Theatre '72 Year End Report
- Plot to Overthrow Christmas
- The Sleeping Beauty
- Soul
- Specials of the Week - First Edition: Tell It All
    - Profiles in Music: Shirley Verrett
    - Gentele's Verdi - Scenes from a Masked Ball
    - Till the Butcher Cut Him Down
    - An Evening with Mabel Mercer & Bobby Short
    - Tales of Hoffman
- United Nations Day Concert
- Zoom

Cultural, Human Relations
Apart from the Crowd
The Boy & the Turtle
Special of the Week - Essene
Family Game
Holidays...Hollow Days
Resolution of Mossie Wax

Cultural, Sports & Recreation
National AAU Junior Olympics
Phoenix Women's Tennis Classic

Educative, Informal
Carrascolendas
Electric Company
French Chef
International Chess Tournament
Just Generation
Maggie and the Beautiful Machine
Mister Rogers Neighborhood
Science '72 - A Report to the Nation
Sesame Street

Public Affairs
The Advocates
All About TV (Parts 1-4: Politics and TV)
Behind the Lines
Bill Moyers' Journal
Black Journal
Business Tempo '73
Campaign Extra: Herb Stein
Dateline America
Election '72: As the Voters See It
Firing Line
How Do We Get From Here to There
Las Elecciones y El Hispana
Martin Agronsky: Evening Edition In Great Britain
NPACT Special: Kissinger Press Conference
Presidential Candidate Access Programs: Hall, McGovern, Nixon, Schmitz, Spock
Population Growth & the American Future - The Report of the Presidential Commission & Critical Response
A Public Affair/ Election '72
Specials of the Week - VD Blues
Operation Venus
V A Conversation with Earl Warren
Thirty Minutes with...
Wall $treet Week
Washington Week in Review
World Press

APPENDIX C

TARGET AUDIENCES AND OBJECTIVES AS IDENTIFIED BY PRODUCERS

ADVOCATES - Young Adult and Adult (Elderly)
To show the nation's viewers how they may exert a more forceful influence in the direction of public affairs by choosing specific decidable questions.

BILL MOYERS JOURNAL - Young Adult & Adult
To treat and observe the concerns, problems and experiences of contemporary American life as seen by average as well as the prominent citizen.

BLACK JOURNAL - Young Adult and Adult Black (with possible interest for the white community)
To inform the audience of the contemporary black experience through the use of historical perspective as well as contemporary documentary and interview techniques.

BOOK BEAT - General-Adult
To encourage people to read and to add another dimension to reading enjoyment through the introduction of the authors.

CARRASCOLENDAS - Kindergarten - 2nd grade
To be a supplementary medium for bilingual instruction of Mexican American and other Spanish speaking children; to encourage the understanding of similarites between people who speak different languages.

DATELINE AMERICA - General-Adult
To provide individual public affairs programs on a variety of topics.

ELECTRIC COMPANY - Failing readers in the 7-10 year age range
To provide supplementary instruction in reading.

FAMILY GAME - Families and Children Age 13+
Stimulate family communication on the issues involved.

FIRING LINE - General-Adult
To discuss the major isses facing this nation and the other countries of the world. It is aimed at an audience which has a particular interest in observing a discussion which provides for the expression of wide ranging views. Mr. Buckley attempts to balance the thrust of each program with guests who often are in disagreement with his opinion or the conservative philosophy.

FRENCH CHEF - People
To make cooking make sense; to present themes and variations of cooking; to add a cultural and educational dimension that goes beyond the how-to; facing up to and providing solutions to everyday problems that relate to cooking.

INTERNATIONAL PERFORMANCE - General
To provide a continuing program service of dance, music and light opera in order to present programming which does not frequently appear on American television; to present French cultural programming to the American audience.

JUST GENERATION - Teenagers
To give teenagers a keener appreciation of the role of law in their everyday lives...how it works, what it can do for them and against them.

MASTERPIECE THEATRE - Young Adult & Adult
To bring exceptional dramatizations of major literary classics to as wide an audience as possible.

PLAYHOUSE NEW YORK - Young Adult & Adult
To present high quality drama both foreign and American in an attempt to demonstrate the range of techniques, styles, and concern of theatre.

A PUBLIC AFFAIR/ELECTION '72 - Adult & Young Adult
To provide a weekly report on the national political scene in a presidential election year with special emphasis on the political process as opposed to the political events unfolding; to be topical rather than chronological; to focus on the campaign issues, the electorate and process of party politics.

SESAME STREET - All pre-school children with special emphasis on children from low-income families
To provide pre-school children educational nourishment and grounding in some of the skills they will need in school.

SOUL - Teenager, Young Adult & Adult
To present black performers and spokesmen to black and white audiences in an entertaining and informative manner.

SPECIAL OF THE WEEK - General
To provide exposure to a variety of public affairs, dramatic and other cultural television programs of high quality.

THIRTY MINUTES WITH... - General
To pursue the complex news stories of the day with the people who are involved in those stories; and to present the people themselves, how they think and why they act as they do.

WALL $TREET WEEK - Investors & those individuals interested in becoming investors

To improve one's understanding of the stock market and the economics affecting it.

WASHINGTON WEEK IN REVIEW - General
To go beyond the facts of what happened in a news story of the week and to tell why it happened and what may be the possible ramifications of it.

WORLD PRESS - General
To demonstrate how the international press interprets the major weekly news stories.

ZOOM - 6-12 year old children
To provide an entertainment which would demonstrate that children of this age can write, present, and create a program for their peers.

MISTER ROGERS' - 3-8 year old children
To help children to grow in a healthy way.

BEHIND THE LINES - Adult and Young Adult
To instruct and inform, as well as analyze aspects of the media in the country; how news is gathered and disseminated; how journalism works.

APPENDIX D

RESPONSE TO FALL QUARTER EVALUATION

By LICENSEE CLASSIFICATION

Table Ia

	No. Responding Lics.	Transm.	% Responding Within Classif.	% of Total Resp.
Community	39	51	75.0	41.1
School District	12	19	63.2	12.6
State Authority	12	45	63.2	12.6
University	32	46	72.2	33.7
Total	95	161	----	100.0

By POTENTIAL POPULATION

Table Ib.

	No. Responding Lics.	Transm.	% Responding Within Classif.	% of Total Resp.
0-99;999	7	7	70.0	7.4
100,000-249,999	14	19	63.9	14.7
250,000-499,999	12	13	63.2	12.6
500,000-999,999	25	38	78.1	26.3
1,000,000-1,999,999	21	39	75.0	22.1
2,000,000 +	16	45	69.6	16.8
Total	95	161	----	100.0

By GEOGRAPHIC REGION

Table Ic.

	No. Responding Lics.	Transm.	% Responding With Reg.	% of Total Resp.
North Atlantic	22	39	81.5	23.2
Southeast	19	52	65.5	20.0
Great Lakes and Plains	29	42	76.3	30.5
West and Southwest	25	28	67.6	26.3
Other	--	--	----	----
Total	95	161	----	100.0

RATING OF THE PROPORTION OF HOURS DEVOTED TO AUDIENCES[1]

By Geographic Region

TABLE IIa

	Children	General	Specialized
	Mean (%)[2]	Mean (%)	Mean (%)
North Atlantic	3.0 (63.6)	3.7 (31.8)	2.9 (81.8)
Southeast	3.0 (68.4)	3.4 (47.4)	3.1 (89.5)
Great Lakes & Plains	3.1 (72.4)	3.5 (46.4)	3.1 (72.4)
West and Southwest	3.1 (72.0)	3.2 (64.0)	2.9 (56.0)

By Licensee Classification

TABLE IIb

	Children	General	Specialized
	Mean (%)	Mean (%)	Mean (%)
Community	3.1 (66.7)	3.4 (52.6)	3.0 (76.9)
School District	3.2 (83.3)	3.2 (58.3)	3.0 (83.3)
State Authority	2.8 (66.7)	3.5 (33.3)	3.0 (66.7)
University	3.1 (68.8)	3.5 (43.8)	2.9 (68.8)

[1] 1=too much 5=too little

[2] percentage of respondents indicating 3 (just right)

RATING OF THE PROPORTION OF HOURS DEVOTED TO AUDIENCES

By Potential Population

TABLE IIc

	Children		General		Specialized	
	Mean	(%)	Mean	(%)	Mean	(%)
0 - 99,999	3.1	(57.1)	3.1	(28.6)	2.9	(57.1)
100,000 - 249,999	3.3	(71.4)	3.6	(42.9)	3.2	(78.6)
250,000 - 499,999	3.0	(100.0)	3.3	(58.3)	3.1	(58.3)
500,000 - 999,999	3.1	(68.0)	3.6	(44.0)	3.0	(72.0)
1,000,000 - 1,999,999	2.9	(52.4)	3.3	(52.4)	3.0	(85.7)
2,000,000 +	3.0	(75.0)	3.5	(53.3)	2.8	(75.0)

RATING OF THE PROPORTION OF HOURS DEVOTED TO PROGRAMMING CATEGORIES [1]

By Geographic Region

TABLE IIIa

	Cultural		Educative		Public Affairs	
	Mean	(%)[2]	Mean	(%)	Mean	(%)
North Atlantic	2.9	(63.6)	3.5	(27.3)	3.0	(63.6)
Southeast	2.9	(68.4)	3.8	(26.3)	2.4	(52.6)
Great Lakes & Plains	3.0	(72.4)	3.6	(34.5)	2.8	(55.2)
West and Southwest	3.1	(68.0)	3.6	(36.0)	2.9	(36.0)

By Licensee Classification

TABLE IIIb

	Cultural		Educative		Public Affairs	
	Mean	(%)	Mean	(%)	Mean	(%)
Community	2.9	(69.2)	3.4	(43.6)	2.7	(46.2)
School District	3.1	(75.0)	3.8	(25.0)	2.7	(50.0)
State Authority	2.9	(83.3)	3.8	(33.3)	2.7	(58.3)
University	3.0	(59.4)	3.8	(18.8)	2.9	(56.3)

[1] 1=too much 5=too little

[2] percentage of respondents indicating 3 (just right)

By Potential Population

TABLE IIIc

	Cultural		Educative		Public Affairs	
	Mean	(%)	Mean	(%)	Mean	(%)
0 - 99,999	2.9	(57.1)	3.7	(28.6)	3.3	(42.9)
100,000 - 249,999	3.0	(71.4)	3.6	(28.6)	2.9	(35.1)
250,000 - 499,999	3.1	(91.7)	3.7	(33.3)	3.0	(50.0)
500,000 - 999,999	3.1	(60.0)	3.7	(24.0)	2.7	(56.0)
1,000,000 - 1,999,999	2.8	(57.1)	3.6	(38.1)	2.6	(52.4)
2,000,000 +	3.1	(81.3)	3.6	(35.7)	3.7	(62.5)

RATING OF THE BALANCE AND RANGE OF TYPES OF PROGRAMMING WITHIN PROGRAMMING CATEGORIES*

By Geographic Region
TABLE IVa

	Arts		Human Relations		Sports & Recreation		Educative Informal		Public Affairs	
	Mean	(%)[2]	Mean	(%)	Mean	(%)	Mean	(%)	Mean	(%)
North Atlantic	2.7	(45.5)	3.2	(38.1)	4.0	(19.0)	3.4	(28.6)	2.9	(40.9)
Southeast	2.3	(31.6)	2.9	(68.4)	3.8	(36.8)	2.9	(47.4)	2.8	(57.9)
Great Lakes & Plains	2.9	(44.8)	3.4	(57.1)	3.5	(39.3)	3.1	(48.1)	2.6	(46.4)
West and Southwest	2.8	(44.0)	3.1	(66.7)	3.7	(31.8)	3.2	(45.8)	2.9	(42.9)

By Licensee Classification
TABLE IVb

	Arts		Human Relations		Sports & Recreation		Educative Informal		Public Affairs	
	Mean	(%)	Mean	(%)	Mean	(%)	Mean	(%)	Mean	(%)
Community	2.9	(46.2)	3.2	(52.8)	3.6	(32.4)	3.1	(44.4)	2.7	(43.2)
School District	2.3	(41.7)	2.7	(75.0)	4.3	(8.3)	3.3	(45.5)	3.0	(40.0)
State Authority	2.7	(33.3)	3.2	(58.3)	3.7	(45.5)	2.9	(66.7)	2.6	(50.0)
University	2.7	(40.6)	3.3	(56.3)	3.7	(36.7)	3.3	(31.3)	2.9	(51.6)

[1] 1=very good 5=poor
[2] percentage of respondents indicating 3 (just right)

By Potential Population

TABLE IVc

	Arts		Human Relations		Sports & Recreation		Educative Informal		Public Affairs	
	Mean	(%)	Mean	(%)	Mean	(%)	Mean	(%)	Mean	(%)
0 - 99,999	2.6	(42.9)	3.3	(71.4)	3.6	(57.1)	3.3	(42.9)	2.7	(71.4)
100,000 - 249,999	2.6	(35.7)	3.3	(69.2)	3.5	(46.2)	3.0	(42.9)	2.5	(35.7)
250,000 - 299,999	2.9	(50.0)	3.0	(54.5)	4.0	(16.7)	3.1	(30.0)	2.5	(54.5)
500,000 - 999,999	2.7	(48.0)	3.1	(68.0)	3.8	(33.3)	3.2	(48.0)	3.0	(48.0)
1,000,000 - 1,999,999	2.7	(42.9)	3.4	(57.1)	3.7	(35.0)	3.1	(47.6)	3.0	(47.4)
2,000,000 +	2.7	(31.3)	2.9	(26.7)	3.9	(14.3)	3.4	(35.7)	2.8	(35.7)

CULTURAL SERIES IDENTIFIED AS EXCEPTIONAL

TABLE V

Series	No. of Licensees Respond.	% of Lic. Respond. To Evaluation
Masterpiece Theatre	74	77.9
International Performance	55	57.9
Special of the Week	23	24.2
Playhouse New York	21	22.1
Zoom	5	5.3
Book Beat	3	3.2
Family Game	2	2.1

By Geographic Region

TABLE Va

No. of licensees responding (% of licensees responding)

Series	North Atlantic	Southeast	Great Lakes & Plains	West and Southwest
Masterpiece Theatre	20 (21.1)	15 (15.8)	21 (22.7)	18 (18.9)
International Performance	16 (16.8)	14 (14.7)	10 (10.5)	15 (15.8)
Special of the Week	4 (4.2)	4 (4.2)	7 (7.4)	8 (8.4)
Playhouse New York	4 (4.2)	5 (5.3)	7 (7.4)	5 (5.3)
Zoom	3 (3.2)	1 (1.1)	1 (1.1)	-
Book Beat	-	-	2 (2.1)	1 (1.1)
Family Game	1 (1.1)	-	-	1 (1.1)

CULTURAL SERIES IDENTIFIED AS EXCEPTIONAL

By Licensee Classification

TABLE Vb

No. of licensees responding (% of licensees responding)

Series	Community	School District	State Authority	University
Masterpiece Theatre	34 (35.8)	10 (10.5)	7 (7.4)	23 (24.2)
International Performance	23 (24.2)	10 (10.5)	9 (9.5)	13 (13.7)
Special of the Week	7 (7.4)	4 (4.2)	5 (5.3)	7 (7.4)
Playhouse New York	6 (6.3)	3 (3.2)	3 (3.2)	9 (9.5)
Zoom	4 (4.2)	-	1 (1.1)	-
Book Beat	1 (1.1)	-	-	2 (2.1)
Family Game	1 (1.1)	-	-	1 (1.1)

By Potential Population

TABLE Vc

No. of licensees responding (% of licensees responding)

Series	0-99,999	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000-1,999,999	2,000,000+
Masterpiece Theatre	5 (5.3)	11 (11.6)	10 (10.5)	18 (18.9)	16 (16.8)	14 (14.7)
International Performance	3 (3.2)	6 (6.3)	10 (10.5)	15 (15.8)	11 (11.6)	10 (10.5)
Special of the Week	3 (3.2)	2 (2.1)	2 (2.1)	7 (7.4)	7 (7.4)	2 (2.1)
Playhouse New York	2 (2.1)	3 (3.2)	2 (2.1)	7 (7.4)	4 (4.2)	3 (3.2)
Zoom	-	-	-	2 (2.1)	-	3 (3.2)
Book Beat	1 (1.1)	1 (1.1)	1 (1.1)	-	-	-
Family Game	-	-	1 (1.1)	-	-	1 (1.1)

CULTURAL SERIES IDENTIFIED AS NOT CARRIED OR CARRIED
Because There Were No Practicable Alternatives

TABLE VI

Series	No. of Lic. Resp.	% of Lic. Resp. To Evaluation
Soul	11	11.6
Special of the Week	3	3.2
Family Game	2	2.1
International Performance	2	2.1
Book Beat	1	1.1
Playhouse New York	1	1.1

By Geographic Region

TABLE VIa

No. of licensees responding (% of licensees responding)

Series	North Atlantic	Southeast	Great Lakes & Plains	West and Southwest
Soul	5 (5.3)	3 (3.2)	2 (2.1)	1 (1.1)
Special of the Week	2 (2.1)	-	-	1 (1.1)
Family Game	-	-	1 (1.1)	1 (1.1)
International Performance	-	1 (1.1)	1 (1.1)	-
Book Beat	-	-	-	1 (1.1)
Playhouse New York	-	1 (1.1)	-	-

CULTURAL SERIES IDENTIFIED AS NOT CARRIED OR CARRIED
Because There Were No Practicable Alternatives

By Licensee Classification

TABLE VIb

No. of Licensees responding (% of licensees responding)

Series	Community	School District	State Authority	University
Soul	5 (5.3)	2 (2.1)	1 (1.1)	3 (3.2)
Special of the Week	2 (2.1)	-	-	1 (1.1)
Family Game	1 (1.1)	-	-	1 (1.1)
International Performance	1 (1.1)	-	1 (1.1)	-
Book Beat	-	1 (1.1)	-	-
Playhouse New York	-	-	1 (1.1)	-

By Potential Population

TABLE VIc

No of licensees responding (% of licensees responding)

Series	0-99,999	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000-1,999,999	2,000,000+
Soul	1 (1.1)	2 (2.1)	1 (1.1)	2 (2.1)	3 (3.2)	2 (2.1)
Special of the Week	-	-	-	2 (2.1)	-	1 (1.1)
Family Game	-	-	-	-	1 (1.1)	1 (1.1)
International Performance	-	-	-	1 (1.1)	1 (1.1)	-
Book Beat	-	-	-	-	1 (1.1)	-
Playhouse New York	-	-	-	-	1 (1.1)	-

EDUCATIVE, INFORMAL SERIES IDENTIFIED AS EXCEPTIONAL

TABLE VII

Series	# of Licensees Responding	% of Licensees Responding to Evaluation
Sesame Street	70	73.7
Electric Company	69	72.6
Mister Rogers	25	26.3
French Chef	18	18.9
Carrascolendas	8	8.4
Just Generation	4	4.2

By Geographic Region

TABLE VIIa

No. of licensees responding (% of licensees responding)

Series	North Atlantic	Southeast	Great Lakes & Plains	West and Southwest
Sesame Street	17 (17.9)	14 (14.7)	20 (20.1)	19 (20.0)
Electric Company	16 (16.8)	12 (12.6)	19 (20.0)	22 (23.2)
Mister Rogers	5 (5.3)	6 (6.3)	6 (6.3)	9 (8.4)
French Chef	1 (1.1)	5 (5.3)	9 (9.5)	3 (3.2)
Carrascolendas	1 (1.1)	2 (2.1)	1 (1.1)	4 (4.2)
Just Generation	-	2 (2.1)	1 (1.1)	1 (1.1)

EDUCATIVE, INFORMAL SERIES IDENTIFIED AS EXCEPTIONAL

By Licensee Classification

TABLE VIIb

No. of licensees responding (% of licensees responding)

Series	Community	School District	State Authority	University
Sesame Street	30 (31.6)	7 (7.4)	11 (11.6)	22 (23.2)
Electric Company	29 (30.5)	8 (8.4)	10 (10.5)	22 (23.2)
Mister Rogers	11 (11.6)	4 (4.2)	2 (2.1)	8 (8.4)
French Chef	4 (4.2)	3 (3.2)	2 (2.1)	9 (9.5)
Carrascolendas	3 (3.2)	1 (1.1)	1 (1.1)	3 (3.2)
Just Generation	-	1 (1.1)	1 (1.1)	2 (2.1)

By Potential Population

TABLE VIIc

No. of licensees responding (% of licensees responding)

Series	0-99,999	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000-1,999,999	2,000,000+
Sesame Street	6 (6.3)	9 (9.5)	9 (9.5)	19 (20.0)	17 (17.9)	10 (10.5)
Electric Company	4 (4.2)	13 (13.5)	9 (9.5)	16 (16.8)	16 (16.8)	11 (11.6)
Mister Rogers	1 (1.1)	5 (5.3)	4 (4.2)	8 (8.4)	5 (5.3)	2 (2.1)
French Chef	3 (3.2)	2 (2.1)	3 (3.2)	1 (1.1)	5 (5.3)	4 (4.2)
Carrascolendas	-	3 (3.2)	-	2 (2.1)	3 (3.2)	-
Just Generation	1 (1.1)	-	1 (1.1)	1 (1.1)	1 (1.1)	-

EDUCATIVE, INFORMAL SERIES IDENTIFIED AS NOT CARRIED OR CARRIED
Because There Were No Practicable Alternatives

TABLE VIII

Series	# of Licensees Responding	% of Licensees Responding to Evaluation
Carrascolendas	36	37.9
Just Generation	5	5.3
French Chef	1	1.1
Mister Rogers	1	1.1

By Geographic Region

TABLE VIIIa

No. of Licensees responding (% of licensees)

Series	Atlantic	Southeast	Great Lakes & Plains	West and Southwest
Carrascolendas	13 (13.7)	8 (8.4)	12 (12.6)	3 (3.2)
Just Generation	2 -	1 (1.1)	1 (1.1)	1 (1.1)
French Chef	1 (1.1)	-	-	-
Mister Rogers	-	-	-	1 (1.1)

By Licensee Classification

TABLE VIIIb

No. of licensees responding (% of licensees responding)

Series	Community	School District	State Authority	University
Carrascolendas	17 (17.9)	2 (2.1)	7 (7.4)	10 (10.5)
Just Generation	3 (1.1)	1 (1.1)	-	1 (1.1)
French Chef	-	-	1 (1.1)	-
Mr. Rogers	-	-	-	1 (1.1)

By Potential Population

TABLE VIIIc

No. of licensees responding (% of licensees responding)

Series	0-99,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000-1,999,999	2,000,000+
Carrascolendas	1 (1.1)	7 (7.4)	4 (4.2)	11 (11.6)	7 (7.4)	6 (6.3)
Just Generation	-	-	-	2 (2.1)	1 (1.1)	2 (2.1)
French Chef	-	-	-	-	-	1 (1.1)
Mister Rogers	-	-	-	1 (1.1)	-	-

PUBLIC AFFAIRS SERIES IDENTIFIED AS EXCEPTIONAL

TABLE IX

Series	# of Licensees Responding	% of Licensees Responding to Evaluation
Special of the Week	60	63.2
Advocates	34	35.8
Firing Line	26	27.4
A Public Affair	22	23.2
Bill Moyers' Journal	16	16.8
Wall $treet Week	15	15.8
Washington Week	12	12.6
Behind the Lines	4	4.2
World Press	4	4.2
Black Journal	1	1.1

PUBLIC AFFAIRS SERIES IDENTIFIED AS EXCEPTIONAL

By Geographic Region

TABLE IXa

No. of licensees responding (% of licensees responding

Series	North Atlantic	Southeast	Great Lakes & Plains	West and Southwest
Special of the Week	17 (17.9)	9 (9.5)	17 (17.9)	17 (17.9)
Advocates	8 (8.4)	6 (6.3)	8 (8.4)	12 (12.6)
Firing Line	4 (4.2)	9 (9.5)	6 (6.3)	7 (7.4)
A Public Affair	6 (6.3)	4 (4.2)	6 (8.4)	4 (4.2)
Bill Moyers' Journal	5 (5.3)	5 (5.3)	5 (5.3)	1 (1.1)
Wall $treet Week	3 (3.2)	1 (1.1)	5 (5.3)	6 (6.3)
Washington Week	2 (2.1)	2 (2.1)	4 (4.2)	4 (4.2)
Behind the Lines	-	-	-	-
World Press	-	-	-	4 (4.2)
Black Journal	-	-	-	1 (1.1)

By Licensee Classification

TABLE IXb

No. of licensees responding (% of licensees responding)

Series	Community	School District	State Authority	University
Special of the Week	26 (27.4)	8 (8.4)	8 (8.4)	18 (18.9)
Advocates	12 (12.6)	6 (6.3)	3 (3.2)	13 (13.7)
Firing Line	7 (7.4)	4 (4.2)	4 (4.2)	11 (11.6)
A Public Affair	8 (8.4)	3 (3.2)	6 (6.3)	5 (5.3)
Bill Moyers' Journal	7 (7.4)	-	3 (3.2)	6 (6.3)
Wall $treet Week	3 (3.2)	1 (1.1)	5 (5.3)	6 (6.3)
Washington Week	2 (2.1)	2 (2.1)	2 (2.1)	4 (4.2)
Behind the Lines	-	-	-	-
World Press	2 (2.1)	-	-	2 (2.1)
Black Journal	1 (1.1)	-	-	-

PUBLIC AFFAIRS SERIES IDENTIFIED AS EXCEPTIONAL

By Potential Population

TABLE IXc

No. of licensees responding (% of licensees responding)

Series	0-99,999	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000-1,999,999	2,000,000+
Special of the Week	5 (5.3)	9 (9.5)	10 (10.5)	15 (15.8)	12 (12.6)	9 (9.5)
Advocates	5 (5.3)	5 (5.3)	3 (3.2)	10 (10.5)	8 (8.4)	3 (3.2)
Firing Line	-	3 (3.2)	3 (3.2)	8 (8.4)	8 (8.4)	4 (4.2)
A Public Affair	4 (4.2)	2 (2.1)	1 (1.1)	8 (8.4)	3 (3.2)	4 (4.2)
Bill Moyers Journal	2 (2.1)	3 (3.2)	3 (3.2)	7 (7.4)	-	1 (1.1)
Wall $treet Week	-	-	2 (2.1)	6 (6.3)	3 (3.2)	4 (4.2)
Washington Week	1 (1.1)	2 (2.1)	2 (2.1)	-	5 (5.3)	2 (2.1)
Behind the Lines	-	-	-	-	-	-
World Press	-	-	-	1 (1.1)	2 (2.1)	1 (1.1)
Black Journal	-	1 (1.1)	-	-	-	-

PUBLIC AFFAIRS SERIES IDENTIFIED AS NOT CARRIED OR CARRIED
Because There Were No Practicable Alternatives

TABLE X

Series	# of Licensees Responding	% of Lic. Res. to Eval.
Thirty Minutes With	9	9.5
Black Journal	3	3.2
Wall $treet Week	3	3.2
Behind the Lines	2	2.1
A Public Affair	2	2.1
Special of the Week	2	2.1
Bill Moyers' Journal	1	1.1
Dateline America	1	1.1
World Press	1	1.1

By Geographic Region

TABLE Xa

No. of licensees responding (% of licensees responding)

Series	North Atlantic	Southeast	Great Lakes & Plains	West and Southwest
Thirty Minutes With	4 (4.2)	1 (1.1)	2 (2.1)	2 (2.1)
Black Journal	1 (1.1)	1 (1.1)	2 (2.1)	2 (2.1)
Wall $treet Week	1 (1.1)	1 (1.1)	-	1 (1.1)
A Public Affair	1 (1.1)	-	1 (1.1)	-
Special of the Week	1 (1.1)	-	1 (1.1)	-
Bill Moyers' Journal	-	1 (1.1)	-	-
Dateline America	-	1 (1.1)	-	-
World Press	-	-	1 (1.1)	-

PUBLIC AFFAIRS SERIES IDENTIFIED AS NOT CARRIED OR CARRIED
Because There Were No Practicable Alternatives

TABLE Xb

No. of licensees responding (% of licensees responding)

Series	Community	School District	State Authority	University
Thirty Minutes With	5 (5.3)	-	2 (2.1)	2 (2.1)
Black Journal	-	1 (1.1)	1 (1.1)	1 (1.1)
Wall $treet Week	1 (1.1)	1 (1.1)	-	1 (1.1)
A Public Affair	-	-	-	2 (2.1)
Special of the Week	2 (2.1)	-	-	-
Bill Moyers' Journal	-	-	1 (1.1)	-
Dateline America	-	1 (1.1)	-	-
World Press	1 (1.1)	-	-	-

By Potential Population

TABLE Xc

No. of licensees responding (% of licensees responding)

Series	0-99,999	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000-1,999,999	2,000,000+
Thirty Minutes With	-	-	-	2 (2.1)	5 (5.3)	2 (2.1)
Black Journal	-	-	-	-	3 (3.2)	-
Wall $treet Week	-	-	-	1 (1.1)	1 (1.1)	1 (1.1)
A Public Affair	-	1 (1.1)	-	1 (1.1)	-	-
Special of the Week	-	-	-	1 (1.1)	1 (1.1)	-
Bill Moyers' Journal	-	-	-	-	1 (1.1)	-
Dateline America	-	-	1 (1.1)	-	-	-
World Press	-	-	-	-	-	1 (1.1)

TABLE XI

I. 1. What is your overall evaluation of the series? 1 = outstanding 5 = poor

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
Community	2.1	1.2	1.6	3.5	2.4	1.8	1.3	1.9	1.2	2.7	2.6
School District	1.8	1.1	1.5	3.1	1.9	1.7	1.3	1.5	1.1	2.7	2.4
State Authority	1.9	1.1	1.8	2.9	2.2	1.7	1.4	2.1	1.2	3.2	3.0
University	1.6	1.1	1.6	3.2	2.1	1.9	1.4	1.8	1.2	2.8	2.7
0-99,999	1.9	1.0	1.1	3.0	1.7	1.6	1.1	1.6	1.1	3.0	2.8
100,000-249,999	1.6	1.1	1.6	3.2	2.2	2.1	1.4	2.2	1.1	2.6	2.5
250,000-499,999	1.5	1.1	1.5	3.3	1.6	1.5	1.0	1.5	1.0	2.7	2.2
500,000-999,999	2.1	1.2	1.7	3.1	2.5	1.8	1.5	1.9	1.4	3.0	2.8
1,000,000-1,999,999	2.0	1.0	1.6	3.3	2.2	1.9	1.3	1.7	1.1	2.7	2.8
2,000,000-	1.9	1.2	1.9	3.5	2.6	1.8	1.4	2.1	1.3	2.7	2.4
North Atlantic	2.1	1.2	1.6	3.6	2.4	2.0	1.4	2.1	1.2	3.1	2.7
Southeast	1.7	1.1	1.8	2.9	2.1	1.7	1.4	1.8	1.2	2.8	2.5
Great Lakes & Plains	1.8	1.1	1.6	3.3	2.1	1.6	1.4	1.8	1.1	2.7	2.5
West and Southwest	2.0	1.0	1.5	3.1	2.4	1.9	1.1	1.7	1.2	2.7	2.7

TABLE XI (cont'd)

	World Press	Zoom	Wall Street Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
Community	2.3	1.7	1.7	2.5	2.2	1.9	3.3	2.9	3.0	2.3	1.7	2.2
School District	2.2	1.6	1.8	2.4	1.6	2.1	2.6	2.3	3.1	2.9	1.5	1.8
State Authority	2.4	1.9	2.0	2.2	1.8	1.9	2.9	3.4	3.0	2.4	1.6	3.2
University	2.2	1.8	1.8	2.3	2.1	2.0	2.9	2.9	3.0	2.1	1.7	2.6
0-99,999	2.0	1.4	2.1	2.3	1.7	1.9	2.1	2.4	2.7	2.1	1.7	2.5
100,000-249,999	2.5	1.6	1.7	2.1	2.1	1.9	2.9	2.8	2.9	2.1	1.4	2.0
250,000-499,999	1.9	1.8	1.7	1.8	1.9	1.9	2.7	2.9	3.0	2.2	1.1	2.5
500,000-999,999	2.3	1.7	1.7	2.4	2.2	2.2	3.0	2.9	2.9	2.3	1.7	2.4
1,000,000-1,999,999	2.3	2.1	1.8	2.7	1.7	2.0	3.3	3.1	3.2	2.6	1.7	2.2
2,000,000+	2.5	1.6	1.9	2.7	2.2	1.8	3.4	2.9	3.2	2.4	2.2	2.8
North Atlantic	2.4	1.6	1.7	2.5	2.2	1.8	3.2	2.9	3.2	2.3	2.0	2.2
Southeast	2.3	1.8	1.9	2.4	2.1	2.2	2.8	2.8	3.1	2.4	1.6	2.2
Great Lakes & Plains	2.2	1.7	1.7	2.4	1.9	1.8	3.0	2.7	3.0	2.3	1.6	2.6
West and Southwest	2.2	2.0	1.8	2.3	1.8	2.2	3.0	3.0	2.9	2.2	1.5	2.4

TABLE XII

I. 2. If your station received audience response, evaluate the general tone.
1 = very favorable   5 = very unfavorable

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
Community	2.1	1.2	1.9	3.2	1.8	1.6	1.2	1.6	1.4	2.9	2.5
School District	1.7	1.0	1.6	2.7	1.8	1.1	1.2	1.6	1.2	2.8	2.0
State Authority	2.1	1.1	2.0	3.0	1.7	1.3	1.4	2.0	1.2	3.2	2.2
University	1.8	1.1	1.6	3.3	1.7	1.5	1.4	1.8	1.3	3.1	2.5
0-99,999	2.0	1.3	1.3	---	1.3	1.3	1.0	2.0	1.0	3.7	3.5
100,000-249,999	1.7	1.0	2.0	3.0	1.6	1.8	1.8	2.0	1.4	1.7	2.0
250,000-499,999	2.0	1.2	1.7	2.7	1.4	1.5	1.1	1.5	1.3	3.0	2.0
500,000-999,999	2.1	1.1	1.8	3.5	1.8	1.5	1.3	1.9	1.4	3.0	2.5
1,000,000-1,999,999	1.9	1.1	1.6	3.0	1.9	1.5	1.2	1.7	1.2	3.0	2.4
2,000,000+	2.0	1.4	2.1	3.0	2.0	1.2	1.4	1.4	1.4	3.5	2.2
North Atlantic	2.2	1.3	1.8	3.1	2.0	1.6	1.3	1.7	1.4	3.0	2.6
Southeast	1.8	1.2	1.8	3.0	1.5	1.5	1.4	1.8	1.4	3.3	2.4
Great Lakes & Plains	1.8	1.1	1.8	2.7	1.6	1.3	1.2	1.7	1.2	2.8	2.1
West and Southwest	2.1	1.1	1.7	3.3	1.9	1.5	1.4	1.7	1.3	3.0	2.5

TABLE XII (cont'd)

	World Press	Zoom	Wall Street Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
Community	1.7	1.6	1.5	3.2	2.0	2.0	3.0	2.3	1.9	1.9	1.7	1.8
School District	2.0	1.4	1.4	2.2	1.6	1.9	3.0	2.4	2.5	2.0	1.1	1.3
State Authority	1.9	1.5	1.7	2.5	1.9	1.8	2.0	3.0	2.5	1.8	1.6	2.0
University	1.5	1.4	1.7	2.3	1.9	1.7	2.7	2.4	1.0	2.5	1.4	2.0
0-99,999	1.5	1.3	1.7	3.0	2.5	1.0	---	3.0	---	1.0	2.0	2.0
100,000-249,999	1.5	1.3	1.5	2.2	2.0	2.0	3.0	2.0	2.0	2.0	1.5	1.0
250,000-499,999	1.8	1.6	1.8	2.3	2.1	1.9	3.0	2.4	2.5	2.4	1.0	1.7
500,000-999,999	1.7	1.5	1.5	2.6	2.0	1.9	3.3	2.4	1.8	2.1	1.5	2.0
1,000,000-1,999,999	1.9	1.8	1.7	3.2	1.6	1.9	2.2	2.6	2.0	2.0	1.6	1.8
2,000,000+	1.5	1.2	1.3	2.8	1.9	1.8	2.5	2.2	2.0	2.0	1.8	2.0
North Atlantic	2.1	1.4	1.7	2.7	2.1	1.7	4.0	2.4	1.7	2.0	1.9	2.0
Southeast	1.8	1.5	1.7	2.6	1.9	1.9	3.2	2.3	2.0	2.1	1.3	1.7
Great Lakes & Plains	1.7	1.4	1.4	2.7	2.0	1.5	2.9	2.4	2.2	1.9	1.6	2.0
West and Southwest	1.6	1.7	1.5	2.7	1.8	2.3	2.2	2.5	2.0	2.2	1.4	1.8

TABLE XIII

I. 3. If the series received local press reaction in columns and reviews, how would you evaluate the reaction? 1 = very favorable 5 = very unfavorable

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
Community	2.1	1.3	1.7	3.0	2.0	1.5	1.4	1.8	1.4	2.4	2.0
School District	2.7	1.1	1.7	3.0	2.5	1.0	1.6	1.7	1.1	3.0	3.0
State Authority	2.4	1.4	2.5	3.0	2.5	1.6	1.9	2.2	1.7	3.0	---
University	2.1	1.3	1.6	3.0	1.7	1.4	1.4	1.8	1.4	2.0	2.2
0-99,999	3.0	1.0	1.5	---	1.0	2.0	1.0	1.5	1.0	---	---
100,000-249,999	3.0	1.8	---	---	---	2.0	1.8	2.0	1.5	---	2.0
250,000-499,999	2.0	1.0	1.8	3.0	2.0	1.2	1.3	1.6	1.2	2.5	2.7
500,000-999,999	2.3	1.2	1.5	3.0	1.8	1.3	1.4	1.9	1.3	---	2.0
1,000,000-1,999,999	1.9	1.3	1.6	3.0	2.7	1.3	1.3	1.9	1.5	2.5	2.0
2,000,000+	2.2	1.5	2.2	3.0	2.0	2.0	1.7	1.8	1.5	2.7	2.5
North Atlantic	1.7	1.2	1.5	---	1.0	1.4	1.5	2.0	1.2	2.5	2.0
Southeast	2.3	1.4	1.8	3.0	2.2	1.6	1.6	1.9	1.5	3.0	---
Great Lakes & Plains	2.4	1.4	1.5	3.0	1.8	1.5	1.3	1.7	1.3	2.3	2.7
West and Southwest	2.2	1.3	2.0	3.0	2.2	1.3	1.4	1.7	1.3	2.7	2.2

TABLE XIII (cont'd)

	World Press	Zoom	Wall Street Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
Community	1.8	1.7	1.4	3.3	2.2	2.6	3.0	2.5	3.0	2.5	2.0	1.0
School District	3.0	1.6	1.0	2.0	2.0	3.0	2.3	2.3	3.0	2.0	1.5	3.0
State Authority	3.0	2.5	2.5	2.6	2.2	2.3	4.0	3.0	3.0	3.0	2.0	---
University	1.3	1.3	2.2	2.2	1.8	2.3	2.3	2.5	3.0	2.4	1.6	3.0
0-99,999	---	2.0	1.0	---	2.0	---	---	---	---	---	1.0	---
100,000-249,999	---	---	---	2.5	1.5	---	---	---	---	---	1.7	---
250,000-499,999	2.5	1.3	1.5	2.0	2.4	3.0	2.7	2.2	3.0	2.0	1.2	3.0
500,000-999,999	1.5	1.7	1.8	2.9	2.0	1.8	2.8	2.7	3.0	2.3	2.0	3.0
1,000,000-1,999,999	2.5	2.0	1.8	2.7	1.7	2.5	2.3	2.3	3.2	3.0	1.7	1.0
2,000,000+	2.0	1.5	2.0	3.0	2.4	3.3	3.5	2.7	2.0	2.2	2.2	1.0
North Atlantic	2.0	2.0	1.5	3.0	2.2	1.5	3.2	3.7	3.0	3.0	2.1	1.0
Southeast	2.3	1.8	2.0	3.2	2.1	3.0	3.0	2.2	3.0	2.6	1.7	---
Great Lakes & Plains	2.0	1.6	1.6	2.4	2.1	2.5	2.3	2.1	3.3	2.7	1.8	1.0
West and Southwest	1.8	1.6	2.0	2.6	1.9	3.0	2.3	2.6	2.7	2.1	1.8	2.3

TABLE XIV

II. 3. Percentage of licensees responding "Yes, the objective(s) of this series are appropriate for Category I of the national service."

		Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
Community	%	94.6	86.8	86.5	60.6	78.9	65.8	92.3	84.2	81.6	69.4	86.7%
School District	%	100.0	100.0	72.7	80.0	100.0	83.3	100.0	100.0	92.3	90.9	100.0%
State Authority	%	92.3	92.3	92.3	75.0	100.0	83.3	100.0	100.0	100.0	81.8	77.8%
Unviersity	%	93.5	93.8	83.9	89.7	93.5	87.1	93.5	89.7	96.9	76.7	91.7%
0-99,999	%	100.0	100.0	85.7	100.0	100.0	100.0	100.0	85.7	100.0	71.4	100.0%
100,000-249,999	%	92.9	92.9	85.7	76.9	85.7	78.6	92.9	78.6	92.9	61.5	90.9%
250,000-499,999	%	100.0	91.7	83.3	100.0	91.7	83.3	91.7	100.0	100.0	91.7	90.0%
500,000-999,999	%	92.3	84.6	84.0	77.3	96.0	84.6	92.3	95.8	88.5	73.9	89.5%
1,000,000-1,999,999	%	90.5	95.5	81.0	55.0	80.0	71.4	95.2	90.5	90.9	78.9	82.4%
2,000,000+	%	100.0	93.3	92.3	66.7	85.7	53.8	100.0	86.7	80.0	78.6	90.9%
North Atlantic	%	100.0	85.7	89.5	66.7	89.5	52.6	90.5	90.5	85.7	68.4	83.3%
Southeast	%	94.4	89.5	83.3	73.3	94.4	83.3	94.4	94.4	84.2	82.4	91.7%
Great Lakes & Plains	%	96.6	93.1	82.8	80.8	86.2	86.2	96.6	82.8	96.6	77.8	87.5%
West and Southwest	%	88.9	96.3	84.6	76.0	88.5	81.5	96.3	96.0	92.6	76.0	92.0%

TABLE XIV (cont'd)

		World Press	Zoom	Wall Street Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
Community	%	85.7	87.2	91.9	81.6	79.5	89.2	52.6	59.0	60.6	77.8	78.9	69.2%
School District	%	100.0	92.3	100.0	100.0	100.0	100.0	100.0	100.0	75.0	90.9	91.7	80.0%
State Authority	%	69.2	84.6	76.9	76.9	84.6	100.0	100.0	76.9	54.5	83.3	92.3	50.0%
University	%	93.1	83.3	82.8	86.2	86.7	93.3	70.0	63.3	57.7	93.5	83.3	75.0%
0-99,999	%	85.7	100.0	85.7	100.0	85.7	100.0	71.4	57.1	83.3	100.0	71.4	100.0%
100,000-249,999	%	92.9	92.9	84.6	92.9	85.7	92.9	85.7	71.4	64.3	85.7	76.9	75.0%
250,000-499,999	%	100.0	66.7	91.7	100.0	100.0	100.0	91.7	75.0	80.0	91.7	100.0	66.7%
500,000-999,999	%	83.3	92.0	91.3	78.3	92.0	91.7	66.7	62.5	47.4	91.7	84.6	85.7%
1,000,000- 1,999,999	%	80.0	81.0	85.7	76.2	66.7	90.5	61.9	61.9	61.1	76.2	85.7	62.5%
2,000,000+	%	90.9	87.5	84.6	78.6	86.7	92.3	60.0	81.3	45.5	75.0	78.6	57.[illegible]%
North Atlantic	%	78.9	90.9	100.0	90.0	85.7	95.0	54.5	63.6	50.0	84.2	81.0	75.0%
Southeast	%	81.3	77.8	72.2	76.5	88.9	94.4	83.3	83.3	76.9	88.9	77.8	75.0%
Great Lakes & Plains	%	92.6	86.2	89.7	89.7	86.2	96.4	78.6	62.1	65.4	85.7	85.2	66.7%
West and Southwest	%	92.0	88.5	87.0	79.2	80.8	88.0	68.0	68.0	52.2	84.0	88.9	70.6%

TABLE XV

II. 4. Percentage responding "Yes, the series reached the target audience."

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
Community %	64.9	84.2	59.5	24.2	57.9	73.7	74.4	65.8	68.4	33.3	50.0
School District%	91.7	100.0	81.8	30.0	80.0	83.3	91.7	84.6	84.6	36.4	40.0
State Suthority%	92.3	92.3	61.5	33.3	92.3	91.7	92.3	84.6	92.3	45.5	44.4
University %	77.4	93.8	64.7	37.9	74.2	74.2	87.1	69.0	87.5	33.3	37.5
0-99,999 %	71.4	85.7	85.7	71.4	85.7	85.7	85.7	85.7	85.7	42.9	20.0
100,000-249,000%	71.4	100.0	71.4	23.1	71.4	64.3	85.7	64.3	85.7	30.8	45.5
250,000-499,999%	83.3	91.7	66.7	50.0	75.0	83.3	91.7	66.7	91.7	25.0	40.0
500,000-999,999%	84.6	92.3	60.0	36.4	84.0	80.8	84.6	79.2	84.6	34.8	63.2
1,000,000-1,999,999 %	61.9	86.4	52.4	20.0	55.0	81.0	76.2	71.4	68.2	47.4	29.4
2,000,000+ %	84.6	86.7	69.2	8.3	57.1	69.2	80.0	66.7	73.3	28.6	45.5
North Atlantic %	63.2	85.7	57.9	11.1	68.4	57.9	71.4	66.7	71.4	15.8	41.7
Southeast %	94.4	89.5	66.7	20.0	83.3	83.3	94.4	88.9	78.9	29.4	66.7
Great Lakes and Plains %	69.0	89.7	55.2	42.3	62.1	79.3	75.9	55.2	82.8	44.4	50.0
West and Southwest %	81.5	96.3	76.9	40.0	73.1	85.2	92.6	84.0	85.2	44.4	28.0

TABLE XV (cont'd)

		World Press	Zoom	Wall $treet Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
Community	%	45.7	71.8	62.2	26.3	43.6	56.8	10.5	17.9	18.2	16.7	60.5	30.8
School District	%	70.0	84.6	70.0	50.0	75.0	54.5	25.0	58.3	12.5	27.3	75.0	40.0
State Authority	%	61.5	84.6	84.6	46.2	53.8	69.2	15.4	15.4	18.2	25.0	76.9	25.0
University	%	72.4	73.3	62.1	44.8	63.3	66.7	20.0	13.3	26.9	41.9	73.3	33.3
0-99,999	%	85.7	85.7	71.4	57.1	57.1	71.4	42.9	42.9	16.7	71.4	71.4	50.0
100,000-249,999	%	64.3	85.7	53.8	50.0	42.9	50.0	28.6	21.4	28.6	21.4	61.5	50.0
250,000-499,999	%	54.4	75.0	66.7	63.6	75.0	75.0	8.3	33.3	20.0	41.7	83.3	16.7
500,000-999,999	%	58.3	72.0	78.3	34.8	52.0	62.5	4.2	8.3	15.8	25.0	76.9	28.6
1,000,000-1,999,999	%	70.0	66.7	61.9	19.0	61.9	66.7	14.3	14.3	27.8	28.6	61.9	50.0
2,000,000+	%	27.3	81.3	61.5	28.6	46.7	46.2	20.0	31.3	9.1	--	57.1	14.3
North Atlantic	%	42.1	63.6	57.9	20.0	38.1	50.0	9.1	13.6	12.5	10.5	52.4	25.0
Southeast	%	62.5	72.2	72.2	52.9	66.7	77.8	11.1	22.2	30.8	38.9	77.8	50.0
Great Lakes and Plains	%	51.9	79.3	58.6	37.9	48.3	57.1	14.3	24.1	11.5	21.4	63.0	22.2
West and Southwest	%	80.0	84.6	78.3	41.7	69.2	64.0	28.0	24.0	30.4	40.0	81.5	35.3

TABLE XVIa

II. 5. Percentage of licensees indicating that all in all the series was either essential to the overall service; useful but not essential; marginal to the overall service. (% do not add up to 100.0 because of NRs to the question.)

By Licensee Classification

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
Community											
essential %	73.0	92.1	89.2	18.2	55.3	60.5	89.7	81.6	84.2	44.4	60.0
useful %	13.5	--	2.7	33.3	26.3	26.3	--	5.3	--	25.0	20.0
marginal %	2.7	--	--	36.4	5.3	2.6	--	--	--	5.6	6.7
School District											
essential %	100.0	100.0	72.7	--	80.0	75.0	100.0	92.3	92.3	45.5	80.0
useful %	--	--	18.2	90.0	10.0	16.7	--	--	7.7	27.3	20.0
marginal %	--	--	--	10.0	10.0	8.3	--	--	--	27.3	--
State Authority											
essential %	100.0	100.0	84.6	25.0	61.5	75.0	100.0	76.9	100.0	54.5	66.7
useful %	--	--	15.4	33.3	38.5	25.0	--	23.1	--	36.4	11.1
marginal %	--	--	--	33.3	--	--	--	--	--	9.1	22.2
University											
essential %	93.5	96.9	80.6	27.6	67.7	54.8	90.3	82.8	96.9	36.7	62.5
useful %	3.2	--	9.7	37.9	25.8	35.5	6.5	13.8	--	36.7	33.3
marginal %	--	--	--	27.6	3.2	6.5	--	--	--	6.7	--

TABLE XVIa (cont'd)

	World Press	Zoom	Wall Street Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
Community												
essential %	62.9	71.8	70.3	42.1	74.4	75.7	15.8	12.8	9.1	36.1	71.1	38.5
useful %	20.0	17.9	16.2	34.2	12.8	13.5	31.6	38.5	42.4	33.3	15.8	30.8
marginal %	2.9	2.6	2.7	13.2	--	--	34.2	33.3	27.3	8.3	--	7.7
School District												
essential %	50.0	84.6	70.0	70.0	100.0	54.5	41.7	41.7	12.5	45.5	91.7	20.0
useful %	50.0	15.4	30.0	30.0	--	35.4	25.0	50.0	25.0	45.5	--	80.0
marginal %	--	--	--	--	--	--	33.3	8.3	37.5	9.1	8.3	--
State Authority												
essential %	69.2	76.9	76.9	76.9	92.3	76.9	38.5	15.4	18.2	33.3	76.9	25.0
useful %	30.8	15.4	15.4	--	7.7	15.4	30.8	46.2	54.5	66.7	23.1	75.0
marginal %	--	7.7	--	15.4	--	--	30.8	30.8	9.1	--	--	--
University												
essential %	65.5	53.3	48.3	69.0	63.3	76.7	13.3	16.7	11.5	51.6	66.7	41.7
useful %	31.0	30.0	41.4	17.2	30.0	16.7	43.3	40.0	46.2	38.7	30.0	16.7
marginal %	--	13.3	6.9	10.3	--	3.3	36.7	33.3	19.2	6.5	--	25.0

TABLE XVIb

By Potential Population

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
0-99,999											
essential %	85.7	100.0	100.0	57.1	85.7	85.7	100.0	100.0	100.0	28.6	60.0
useful %	14.3	-	-	28.6	14.3	14.3	-	-	-	57.1	40.0
marginal %	-	-	-	14.3	-	-	-	-	-	-	-
100,000-249,999											
essential %	85.7	92.9	78.6	15.4	57.1	57.1	85.7	71.4	92.9	38.5	63.6
useful %	7.1	-	14.3	46.2	35.7	28.6	7.1	14.3	-	30.8	27.3
marginal %	-	-	-	23.1	-	7.1	-	-	-	15.4	-
250,000-499,999											
essential %	100.0	100.0	91.7	20.0	83.3	75.0	100.0	100.0	100.0	50.0	70.0
useful %	-	-	8.3	60.0	16.7	25.0	-	-	-	41.7	20.0
marginal %	-	-	-	20.0	-	-	-	-	-	8.3	10.0
500,000-999,999											
essential %	92.3	96.2	84.0	22.7	64.0	65.4	96.2	75.0	92.3	39.1	73.7
useful %	-	-	4.0	40.9	24.0	30.8	-	16.7	-	21.7	15.8
marginal %	3.8	-	-	27.3	4.0	-	-	-	-	13.0	10.5
1,000,000-1,999,999											
essential %	81.0	95.5	81.0	15.0	65.0	42.9	90.5	95.2	86.4	47.4	52.9
useful %	9.5	-	9.5	40.0	20.0	38.1	4.8	-	-	26.3	29.4
marginal %	-	-	-	40.0	10.0	14.3	-	-	-	5.3	-
2,000,000+											
essential %	76.9	93.3	76.9	8.3	35.7	69.2	86.7	66.7	86.7	50.0	63.6
useful %	15.4	-	15.4	33.3	42.9	15.4	-	20.0	6.7	28.6	18.2
marginal %	-	-	-	41.7	7.1	-	-	-	-	7.1	9.1

TABLE XVIb (cont'd)

	World Press	Zoom	Wall $treet Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
0-99,999												
essential %	71.4	85.7	42.9	85.7	57.1	85.7	42.9	42.9	16.7	42.9	85.7	50.0
useful %	28.6	-	57.1	14.3	28.6	14.3	57.1	42.9	66.7	57.1	14.3	50.0
marginal %	-	14.3	-	-	-	-	-	14.3	-	-	-	-
100,000-249,999												
essential %	50.0	50.0	53.8	64.3	57.1	71.4	21.4	21.4	14.3	64.3	69.2	50.0
useful %	42.9	42.9	38.5	28.6	35.7	21.4	50.0	42.9	35.7	28.6	23.1	-
marginal %	-	-	-	-	-	-	21.4	21.4	28.6	-	-	25.0
250,000-499,999												
essential %	90.9	50.0	58.3	100.0	83.3	83.3	25.0	25.0	-	50.0	91.7	50.0
useful %	9.1	33.3	25.0	-	16.7	16.7	33.3	33.3	60.0	41.7	8.3	33.3
marginal %	-	16.7	16.7	-	-	-	41.7	25.0	20.0	8.3	-	16.7
500,000-999,999												
essential %	62.5	68.0	82.6	39.1	80.0	75.0	25.0	12.5	5.3	41.7	80.8	14.3
useful %	29.2	24.0	13.0	34.8	16.0	16.7	33.3	54.2	52.6	41.7	15.4	57.1
marginal %	4.2	4.0	-	21.7	-	4.2	25.0	29.2	15.8	12.5	-	14.3
1,000,000-1,999,999												
essential %	60.0	76.2	66.7	38.1	81.0	66.7	14.3	9.5	16.7	38.1	66.7	37.5
useful %	25.0	9.5	23.8	33.3	4.8	19.0	28.6	33.3	38.9	38.1	19.0	37.5
marginal %	-	9.5	-	14.3	-	-	47.6	42.9	22.2	9.5	4.8	12.5
2,000,000+												
essential %	54.5	81.3	53.8	71.4	86.7	69.2	13.3	18.8	18.2	16.7	50.0	28.6
useful %	36.4	12.5	23.1	7.1	6.7	15.4	20.0	37.5	18.2	50.0	35.7	42.9
marginal %	-	-	7.7	14.3	-	-	53.3	31.3	45.5	-	-	-

TABLE XVIc

By Geographic Region

	Firing Line	Sesame Street	The Advocates	Thirty Minutes With	Book Beat	French Chef	Masterpiece Theatre	Special of the Week	The Electric Company	Black Journal	Soul
North Atlantic											
essential %	78.9	95.2	73.7	5.6	52.6	47.4	95.2	71.4	85.7	31.6	50.0
useful %	10.5	-	15.8	38.9	26.3	36.8	-	19.0	-	21.1	25.0
marginal %	5.3	-	-	50.0	5.3	5.3	-	-	-	10.5	16.7
Southeast											
essential %	100.0	100.0	88.9	33.3	88.9	66.7	100.0	94.4	94.7	41.2	75.0
useful %	-	-	5.6	40.0	5.6	33.3	-	5.6	5.3	41.2	16.7
marginal %	-	-	-	13.3	5.6	-	-	-	-	11.8	8.3
Great Lakes & Plains											
essential %	86.2	96.6	89.7	19.2	62.1	79.3	86.2	86.2	93.1	55.6	70.8
useful %	6.9	-	6.9	42.3	34.5	10.3	6.9	6.9	-	29.6	16.7
marginal %	-	-	-	34.6	-	6.9	-	-	-	3.7	4.2
West & Southwest											
essential %	85.2	92.6	80.8	24.0	53.8	51.9	92.6	80.0	92.6	40.0	60.0
useful %	7.4	-	7.7	44.0	30.8	37.0	-	8.0	-	32.0	32.0
marginal %	-	-	-	20.0	7.7	3.7	-	-	-	12.0	-

TABLE XVIc (cont'd)

	World Press	Zoom	Wall $treet Week	A Public Affair	Playhouse New York	WWIR	Just Generation	Family Game	Dateline America	Bill Moyers' Journal	International Performance	Carrascolendas
North Atlantic												
essential %	47.4	72.7	73.7	55.0	71.4	80.0	13.6	13.6	6.3	36.8	57.1	25.0
useful %	31.6	18.2	15.8	25.0	19.0	5.0	13.6	31.8	25.0	36.8	28.6	75.0
marginal %	5.3	-	-	10.0	-	-	45.5	36.4	43.8	10.5	-	-
Southeast												
essential %	62.5	72.2	66.7	52.9	83.3	83.3	27.8	16.7	23.1	44.4	77.8	-
useful %	37.5	16.7	22.2	35.3	16.7	16.7	55.6	61.1	46.2	50.0	22.2	100.0
marginal %	-	11.1	5.6	11.3	-	-	16.7	22.2	15.4	5.6	-	-
Great Lakes & Plains												
essential %	74.1	69.0	65.5	62.1	69.0	82.1	21.4	24.1	7.7	39.3	77.8	44.4
useful %	22.2	24.1	27.6	20.7	17.2	10.7	39.3	34.5	53.8	46.4	18.5	11.1
marginal %	-	3.4	3.4	13.8	-	-	35.7	31.0	19.2	3.6	-	22.2
West & Southwest												
essential %	64.0	61.5	52.2	62.5	84.6	52.0	24.0	16.0	13.0	48.0	77.8	41.2
useful %	28.0	23.1	34.8	16.7	11.5	36.0	32.0	44.0	43.5	32.0	11.1	29.4
marginal %	-	11.5	4.3	8.3	-	4.0	36.0	28.0	17.4	8.0	3.7	11.8

PUBLIC BROADCASTING SERVICE BUDGETS

The attached documents set forth the PBS budget for fiscal years 1971, 1972, and 1973, and functional descriptions of PBS's activities during those years. (PBS was incorporated late in 1969 and was in operation for only the last quarter of fiscal year 1970.)

Attachment 1: FY 1971 Budget, sets forth the budget for that year, according to seven functional categories. A detailed explanation of those categories is contained in Attachment 3.

Attachment 2: FY 1972 Budget, sets forth the budget for that year, as above.

Attachment 3: Functional Description. In June, 1971, PBS sent to all of its member stations a detailed report on the FY 1971 and 1972 budgets. That document contained a description of the functional categories used in the FY 1971–72 budgets (Attachments 1 and 2) and is included for reference.

Attachment 4: FY 1973 Budget, sets forth the budget for the current year, according to a different set of categories than that used in earlier years. The new, more detailed, functional format for presentation of the budget was developed during FY 1972. The FY 1972 budget was reconstructed according to the new functional breakdown, and a comparison of FY 1972–73 is included with Attachment 4.

Attachment 5: FY 1973 Functional Description. In June, 1972, PBS prepared for its Board of Directors and for the Corporation for Public Broadcasting a detailed description of the departmental activities and functions represented in the new budget format. These descriptions are included for reference.

Audited financial statements for fiscal years 1971 and 1972 are included at the end of this appendix.

ATTACHMENT 1: FISCAL YEAR 1971 BUDGET

Public Broadcasting Service, 1970–71 budget (in thousands)

EXPENDITURES UNDER OPERATING GRANT

1. Program distribution:	
(*a*) Line charges	$1,873
(*b*) Origination	609
(*c*) Delay	537
(*d*) Tape distribution	1,382
Total	4,401
2. Network operations and engineering:	
(*a*) Staff	418
(*b*) Professional services	35
(*c*) Administrative expenses	50
(*d*) Maintenance and supplies	55
Total	558
3. Station relations and communications:	
(*a*) Staff	64
(*b*) Administrative expenses	19
(*c*) Station communications system	352
Total	435
4. Public awareness:	
(*a*) Staff	144
(*b*) Administrative expenses	100
(*c*) Promotional materials for station use	150
Total	394

5. Program administration:	
(*a*) Staff	$206
(*b*) Professional services	18
(*c*) Administrative expenses	49
(*d*) Alternative program acquisition and preparation	31
(*e*) Program research services	12
Total	316
6. Corporate expenses:	
(*a*) Occupancy	274
(*b*) Office supplies and expenses	77
Total	351
7. General administration:	
(*a*) Executive:	
(1) Staff	80
(2) Administrative expenses	23
(3) Board of Directors expenses	20
Total	123
(*b*) Planning and Research:	
(1) Staff	34
(2) Administrative expenses	6
Total	40
(*c*) Business and Finance:	
(1) Staff	132
(2) Professional services	7
(3) Administrative expenses	9
Total	148
(*d*) Office of General Counsel:	
(1) Staff	65
(2) Professional services	30
(3) Administrative expenses	5
Total	100
Total Operating Budget	6, 866

NOTES

"Staff" includes employee salaries and benefits.

"Professional services" includes consultant, outside counsel, audit, and the like.

"Administrative expenses" includes telephone, travel, conference expenses, and the like.

EXPENDITURES UNDER RESTRICTED GRANTS FOR SPECIAL PURPOSES

1. Extra network hours for public affairs specials	$100
2. National advertising of program service	979
3. National Program Guide Study	7
Total	1, 086

EXPENDITURES UNDER GRANTS FOR FACILITIES

1. Capital equipment for technical operations	300
2. Office furnishings and fixtures	150
Total	450

ATTACHMENT 2: FISCAL YEAR 1972 BUDGET

Public Broadcasting Service 1971–72 Budget (in thousands)

EXPENDITURES UNDER OPERATING GRANT

1. Program distribution:	
(*a*) Line charges	$3,350
(*b*) Origination	15
(*c*) Delay	425
(*d*) Tape distribution	270
Total	4,060
2. Network operations and engineering:	
(*a*) Staff	834
(*b*) Professional services	80
(*c*) Administrative expenses	72
(*d*) Maintenance and supplies	170
Total	1,156
3. Station relations and communications:	
(*a*) Staff	93
(*b*) Administrative expenses	45
(*c*) Station communications system	332
Total	470
4. Public awarness:	
(*a*) Staff	220
(*b*) Administrative expenses	95
(*c*) Promotional materials for station use	178
Total	493
5. Program administration:	
(a) Staff	318
(*b*) Professional services	53
(*c*) Administrative expenses	90
(*d*) Alternative program acquisition and preparation	125
(*e*) Program research services	99
Total	685
6. Corporate expenses:	
(*a*) Occupancy	500
(*b*) Office supplies and expenses	117
Total	617
7. General administration:	
(*a*) Executive:	
(1) Staff	131
(2) Administrative expenses	25
(3) Board of Directors expenses	20
Total	176
(*b*) Planning and Research:	
(1) Staff	61
(2) Administrative expenses	6
Total	67

General Administration—Continued

(*c*) Business and Finance:	
(1) Staff	$208
(2) Professional services	10
(3) Administrative expenses	20
Total	238
(*d*) Office of General Counsel:	
(1) Staff	89
(2) Professional services	22
(3) Administrative expenses	13
Total	124
Total Operating Budget	8,086

NOTES

"Staff" includes employee salaries and benefits.
"Professional services" includes consultants, outside counsel, audit, and the like.
"Administrative expenses" includes telephone, travel, conference expenses, and the like.

EXPENDITURES UNDER RESTRICTED GRANTS FOR SPECIAL PURPOSES

1. National advertising of program service	$1,000

EXPENDITURES UNDER GRANTS FOR FACILITIES

1. Capital equipment for technical operations	1,200
2. Office furnishings and fixtures	110
Total	1,310

ATTACHMENT 3: FUNCTIONAL DESCRIPTION

JUNE 14, 1971.

To: PBS Members
From: Michael Hobbs
Subject: Fiscal year 1971 and 1972 PBS budgets

Enclosed for your reference are copies of the PBS budgets for fiscal years 1971 and 1972, as approved by the Board of Directors. At their suggestion, we are also sending this narrative statement to provide more detailed information about the composition of the budgets.

The document includes (1) a description of the functional categories used in the budgets, (2) general descriptions of the FY 1971 and FY 1972 budgets, (3) a detailed breakdown of the increases in each functional category from 1971 to 1972, and (4) an analysis of the differences between the two budgets. (The third section differs from the fourth in that the former explains changes within each budget category and the latter analyzes effects which cross functional lines.)

I. DESCRIPTION OF FUNCTIONAL CATEGORIES

1. *Program Distribution* consists essentially of fixed or negotiated external costs for distribution; it would correspond roughly to the freight charges incurred by a merchandiser. *Line charges* includes payments to AT&T and other agencies, as negotiated by CPB, for the interconnected distribution of the service; *origination* includes payments to Hughes Sports Network and other agencies involved in feeding the signal into the interconnection system; *delay* includes the payments for the Mountain and Pacific time zone delays; and *tape distribution* includes the payments to NET Ann Arbor for tape duplication and shipping—of the basic program service to noninterconnected stations, and of *Mister Roger's Neighborhood* to all stations.

2. *Network Operations and Engineering* reflects internal costs directly associated with the operation of the interconnected and tape program distribution systems; it would correspond roughly to the costs of the sales order and shipping departments incurred by a merchandiser. *Staff* includes the General Manager's office, the Special Projects section, the Engineering section, and the Network Operations Staff. *Professional services* includes free-lance announcers, engineering consultants, graphic artists, and the like—nonstaff people. *Administrative*

expenses consists of travel, telephone, and conference expenses. *Maintenance and supplies* includes audio and video tape stock, tape head refurbishing, parts, and maintenance services not performed by staff.

3. *Station Relations and Communications. Staff* is the Station Relations section, *administration expenses* is their travel and telephone, and *station communications* is the TWX (and subsequently WATS) system for communicating program and operating information. The latter includes the cost of the WATS lines and of terminals at PBS and at the stations.

4. *Public Awareness. Staff* is the Public Information department. *Administrative expenses* is their travel and telephone, and also includes charges for screenings and office expenses in New York, and the program presentations at the Spring Public Television Conference and elsewhere. *Promotional materials* covers the cost of printing and distributing program promotional materials (releases, transparencies, photographs, etc.) to the stations.

5. *Program Administration* covers essentially the cost of liaison with other public television agencies and program sources in the process of program funding, production, selection, scheduling, and evaluation. *Staff* is the PBS Program Department. *Professional Services* includes consultants on program needs, content, and impact. *Administrative expenses* is the staff's travel and telephone. *Alternative program acquisition* includes step-up and re-edit expenses and program acquisitions. *Program research services* includes audience research services, and a charge from CPB for the computerized "program offering report."

6. *Corporate Expenses* is essentially services and charges (other than staff) not directly allocated along departmental lines. *Occupancy* includes rent and building services. *Office supplies and expenses* includes such items as stationery, insurance, postage, subscriptions, data processing services, and printing.

7. *General Administration* includes essentially those members of the staff whose services cut across operating departmental lines.

a. *Executive* includes the offices of the President and of the Director of Administration. *Administrative expenses* includes their travel and telephone, but Board travel and meeting expenses are accounted separately under *Board of Directors expenses.*

b. *Planning and Research* covers the staff of the Director of Communications Planning, whose concentration is on new technologies, long-range planning for PBS, and research and library services for the remainder of the staff.

c. *Business and Finance* includes the Business Manager, the Controller, and the accounting, mail room, publication, and office services staffs.

d. *Office of General Counsel* includes the General Counsel, an Assistant Counsel, a Coordinator of National Program Rights, and their support staff.

Restricted grants

Grants earmarked by the grantor for special purposes.

1. *Extra network hours.* For origination, delay and line charges when public affairs specials require purchase of hours outside the basic AT&T service package.

2. *National advertising.* Media charges and agency costs for national advertising of the program service.

3. *National program guide study.* Feasibility study on publication of a national program insert for local program guides.

Facilities grants

1. *Capital equipment.* Videotape recorders for program preview, technical evaluation, and the like. These machines will become part of the network origination center.

2. *Office furnishings.* Furniture and fixtures for installation of offices.

II. THE BUDGETS IN GENERAL

A. Fiscal year 1971

The budget applies to the first full year of PBS operation. The first PBS staff were hired in March, 1970; by the beginning of the fiscal year (7/1/70) we had 24 employees; by the end of the year (6/30/71) we will have 75–80. The budget reflects the essentially "external" nature of the start-up operation (i.e., purchase of many services, including particularly program distribution services, from outside agencies, as opposed to provision of services with PBS staff and facilities). The budget also reflects the temporary AT&T tariff for long lines, for a part-time, preemptible service, not interconnecting all of the stations. Finally, the budget reflects the decision to grow the network slowly, in stages, rather than to attempt to establish the full scale operation in one year. (The initial proposed PBS budget for FY 1971 was $9,444,000; it was reduced to $6,494,000 primarily by reductions in the number of hours of network service (cutting transmission costs) and reductions in staff (by 17 positions for the fiscal year). Our first six months' experience indicated, however, that the proposed budget had been reduced below the level necessary to perform the services requested. Supplemental budget items totalling $507,000 were authorized in January, 1971, primarily to strengthen program management and station communications for the multiple-input system, in accord with the interim program standards and practices policy. Other increases were for the relocation of the PBS offices, for the addition of three positions to the legal and public information offices, for the program offering report to stations, for a Mountain Time Zone delay, and for the spring preview of next fall's program service. Allocations for installation of the new station communications system, and for relocation of the offices to the site of the permanent network technical center, amounted to seventy percent of the total; in both cases, expenditures for the projects in FY 1971 will permit realization of substantial savings in future years. Savings of $135,000 were accomplished by reconfiguration of the tape distribution service and were applied against the $507,000 supplemental budget; thus, the FY 1971 budget transmitted herewith includes the basic operating grant of $6,494,000 and a supplemental grant of $372,000, for the total operating budget of $6,866,000.

Fiscal year 1971 budget

	Percent
1. Program distribution:	
(*a*) Line charges	27.3
(*b*) Origination	8.9
(*c*) Delay	7.8
(*d*) Tape distribution	20.1
Subtotal	64.1
2. Network operations and engineering	8.1
3. Station relations and communications	6.3
4. Public awareness	5.7
5. Program administration	4.6
6. Corporate expenses	5.1
7. General administration:	
(*a*) Executive	1.8
(*b*) Planning and research	.6
(*c*) Business and finance	2.2
(*d*) Office of general counsel	1.5
Subtotal	6.1
Total	100.0

B. Fiscal year 1972

The budget represents the second stage of the development of PBS. Some of the increase results from ordinary inflation of the cost of goods and services, and some results from the initiation of activities deferred from fiscal year 1971; but for the most part the increase is attributable to the enlargement of present services, which cost is only partially offset by operating savings implemented by PBS staff on the basis of the first year's experience.

The two key factors are the conversion from external to internal operation (origination of network transmissions from a PBS-operated facility in Washington, instead of from Hughes Sports Network in New York on a contract basis) and the conversion from the part-time network at an interim tariff to the full-time, dedicated interconnection system at a new tariff (now being negotiated by CPB and the telephone company).

We have budgeted $3,350,000 for line charges in fiscal year 1972, an increase of $1,477,000 over fiscal year 1971. (The budget figure is based on CPB's tariff negotiations, with a modest allowance for interconnection of new stations. It could decrease if CPB is able to negotiate a more favorable tariff. It could increase substantially if the tariff is less favorable, or if more than a few new points are added to the projected interconnection system. Our distribution cost for the year could also increase substantially with any delay in the installation of the permanent network, even though the tariff itself were in accord with CPB's position. Delay until July 1, 1972, for example, could increase our cost by more than $500,000—the increase coming not in line charges but in the cost of continuing tape distribution to noninterconnected stations for that period.)

The increase in the total budget—$1,220,000—is less (by $257,000) than the increase in line charges; but that is because the line charge increase is partially offset by reductions in origination cost (attributable to the relocation of the origination function to Washington) and in tape distribution cost (attributable to transmission of the program service to continental U.S. stations via the permanent interconnection instead of by tape).

During FY 1971, tape distribution to the noninterconnected stations has cost almost as much as interconnected distribution to the rest, although the noninterconnected stations represent only a small fraction of the total number of stations served.

The FY 1972 budget has undergone a number of major revisions since the preparation of a first draft in August, 1970. Operating activities requiring funds totaling $10,052,000 have been a part of our budget planning for the year. In a series of conversations with the Corporation for Public Broadcasting, however, we have been asked to effect reductions totaling about $2 million. We believe that the $10 million figure was probably the correct sum for the activities and the performance which our members expected of us for the coming year. But CPB has urged, and we have concurred, that many of these expected activities, though necessary and desirable, could be deferred or reduced in scope in order to permit allocation of scarce resources to other urgent system priorities.

With the cooperation of the CPB staff (and of our own Board of Directors and its Finance Committee) we have examined closely every item in our budget to see where savings might be achieved. Savings totaling $1,966,000 have been effected, attributable to reduction of network transmission services (concentration of operations and engineering manning on fewer transmission hours, deferral of fund for equipment research effort, reduction of line charges for carriers other than AT&T, savings on cost of time-zone delays, savings on videotape stock and tape distribution costs, and deferral of fund for "occasional lines" for inputs from other-than-regular origination points); to reduction of program services (deferral of fund for international acquisitions, reduction of fund for domestic "alternative program" acquisitions, deferral of fund for "special opportunity" programs from other-than-regular producing stations, savings on program screening costs, and reduction of fund for program research services); to reduction of promotional services (deferral of on-air program promotional effort, reduction of photographic services, deferral of special program service presentations, deferral of national program inserts for station program guides, and deferral of special program project promotional efforts); and to savings on station communications activities (savings on new communications system, and deferral of additional station relations staff). In addition to savings on cost of goods and services, these reductions and deferrals permitted reduction of staff (by 20 positions), associated administrative expenses, and reserve for salary increases. The resulting total operating budget for FY 1972 is $8,086,000.

Fiscal year 1972 budget

	Percent
1. Program distribution:	
(*a*) Line charges	41. 4
(*b*) Origination	. 2
(*c*) Delay	5. 3
(*d*) Tape distribution	3. 3
Subtotal	50. 2
2. Network operations and engineering	14. 3
3. Station relations and communications	5. 8
4. Public awareness	6. 1
5. Program administration	8. 5
6. Corporate expenses	7. 6

	Percent
7. General administration:	
(a) Executive	2.2
(b) Planning and research	.8
(c) Business and finance	3.0
(d) Office of general counsel	1.5
Subtotal	7.5
Total	100.0

III. DETAIL—1972 INCREASES

After all reductions, the FY 1972 operating budget is $8,086,000, an increase of $1,220,000 over the FY 1971 budget of $6,866,000. The following is a tabulation of increases within each of the functional budget categories.

Program distribution and network operation, $257,000.—A major shift in the budget between the two years reflects the transfer of the program distribution function from external to internal operation. Thus, the FY 71 budget is based on a part-time network, originated from Hughes, and employing substantial tape distribution; the FY 72 budget assumes installation of the permanent, full-time interconnection by the beginning of the fall program season, with greatly reduced tape distribution, and with origination from PBS in Washington. The major increase is for AT&T line charges: the new tariff is $1,527,000 more than the old. In addition, a fund of $20,000 is provided for "occasional" lines. There is a reduction of $30,000 in payments to other carriers, a reduction of $594,000 in origination charges, a reduction of $112,000 in delay charges, and a reduction of $1,112,000 in tape distribution costs, for a net reduction in *program distribution* costs of $341,000. Conversely, conversion to internal operation of the origination function requires increases in *network operations and engineering.* Staff increases by $146,000, primarily through the addition of eighteen engineers ($358,000) and a provision for salary increases for the forty-three people on the operations staff. Videotape head refurbishing for PBS machines ($71,000) is a new item; other increases in maintenance, for more videotape stock, and for increases in professional services and administrative expenses for the larger staff, bring the total increase for the operations department to $598,000. The net increase for program distribution operations—internal and external—is thus $257,000, which buys us the flexibility of a full-time interconnection system and our own origination facility.

Station relations and communications. $35,000.—Increases in staff from three to five people, and in their travel, are partially offset by savings on the communications system. The WATS system shows only a small savings over TWX during the first two years, because of design and installation costs; our analysis indicates that continuation of the TWX system through FY 1972 would have cost $150,000 more, and that in subsequent years the savings will be on the order of $300,000. The figures do not include the aggregate savings to stations on TWX terminal charges .

Public awareness. $99,000.—Addition of three people, and projection of present staff from part-year (FY 71) to full year (FY 72) basis, results in $76,000 increase; provision of more station promotional materials results in increase of $28,000; reduction in cost of presentations results in net decrease of $5,000 in administrative expenses.

Program administration. $369,000.—Ten staff were or will be added in last half of FY 71 to implement and administer program standards policy, screen offerings, evaluate potential acquisitions, and begin program research. Carryover to full budget year, and reserve for salary increases, result in increase of $112,000. Addition of consulting services adds $35,000 to professional services. Addition of research into program needs and program impact, and carry-over of program offering report from half to full-year basis, adds $87,000 to program research services. Increase of fund for step-up and re-edit fees, and establishment of a fund for alternative program acquisitions, adds $94,000. Administrative expenses increase by $41,000, for a full year of travel and telephone for enlarged staff.

Corporate expenses. $266,000.—Occupancy costs (rent, building services) increase by $226,000, to cover conversion from small office establishment to larger combined office and technical plant. Office services—insurance, postage, printing, supplies, etc.—increase by $40,000 to serve enlarged staff and internalized program distribution operation.

General administration. $194,000:

(*a*) *Executive. $53,000.*—Addition of Office of Director of Administration, and provision for salary increases for staff, adds $51,000; administrative expenses increase by $2,000.

(*b*) *Planning and research. $27,000.*—Addition of research librarian and associate.

(*c*) *Business and finance. $90,000.*—Addition of six staff (two accounting, two office services, two clerical), and provision for increases, adds $76,000; audit increases by $3,000, administrative expenses by $11,000.

(*d*) *Office of general counsel. $24,000.*—Addition of staff and provision for increases adds $24,000, which is partially offset by reduction of $8,000 in outside counsel fees; administrative expenses increase by $8,000.

Summary of Increases by Functional Category (000)

1, 2	Program distribution/Network operations	$257
3	Station relations and communications	35
4	Public awareness	99
5	Program administration	369
6	Corporate expenses	266
7	General Administration	194
	Total	1, 220

IV. ANALYSIS—1972 INCREASES

The net increase of $1,220,000 in the FY 1972 budget is attributable to initiation of new activities (+$195,000), expansion and improvement of present services (+$888,000), inflation of the cost of goods and services (+$205,000), and annualization of some FY 1971 personnel costs to a full-year basis ($123,000), less discontinuation or reduction of present activities (—$191,000). The previous section summarizes the increases in each functional category; this section seeks to analyze the major sources of increases in the budget, without reference to categorical lines.

New activities, $195,000.—We have provided funds in the budget for "occasional" audio and video lines, for remote pickups ($20,000); for professional services in connection with the development of on-air promotion of the program service ($25,000), for acquisition of alternative programming ($75,000); and for research into program needs and audience impact ($75,000).

Improvement of services $888,000.—The most significant improvement occurs in the conversion to the "hardened," full-time interconnection system, designed to make possible interconnected program distribution to all continental U.S. stations. The budget for the AT&T tariff for the permanent system increases by $1,527,000, but this is partially offset by reductions in payments to other carriers and in the cost of tape distribution to noninterconnected stations; the net increase is $345,000.

The next most significant improvement occurs in the internalization of the origination function. This results in increases for engineering and network operations staffs, in equipment maintenance, in VTR headwear, and in rent for a larger plant to accommodate the function, but permits reductions in program screening charges and in payments to other agencies for origination services. In spite of the expected substantial increase in the number of hours to be originated over the course of the year, the net increase in costs attributable to origination is limited to $70,000. We have conducted a complete analysis of the relative costs of internal versus external operation of the program distribution system, and that analysis has been reviewed by our funding agencies. The comparison considered payments for services to outside agencies, as against expenses for staff, maintenance, rent, supplies, insurance, office expenses, security, furniture, and the like. Our estimate is that we break even if we begin transmitting program service at the rate of thirty hours weekly in October, 1972, and continue at that rate for the balance of the fiscal year. If installation of the permanent interconnection system permits expansion of the interconnected service for all or part of that period (as, for example, by the addition of an afternoon feed and Saturday repeats of the children's programming), more efficient utilization of our origination facility generates substantial savings. We estimate origination cost for incremental hours from a PBS facility to be less than half that charged by private agencies. The calculation does not include the aggregate savings to stations on the cost of internal tape delay operation.

Conversion of the station communications system from TWX to the new WATS–DATA system provides substantial improvements in flexibility, capacity, and speed, at lesser cost. The 1972 budget results in a decrease of $20,000 over the prior year, in spite of the greater volume of message traffic expected. (As discussed above, it had earlier been estimated that an increase of $130,000 would be necessary in the 1972 budget to handle the traffic.)

In addition to eighteen positions added in engineering and two in network operations to handle the origination function and the greater volume of transmisison, sixteen additional positions are added to the PBS staff in the 1972 budget: in the Executive Office, a Director of Administration and a secretary; in the Communications Planning Section, a Librarian and Research Associate; in the Station Relations Section, a Station Relations Assistant and a secretary; in the Public Information Department, the Director, an Assistant to the Director, and a typist; in the Business and Finance Department, a bookkeeper, an accounting clerk, and four other clerical; and in the Office of the General Counsel, another secretary. Salaries and benefits for these positions amount to $203,000. Additional administrative expense (travel and telephone) for the thirty-six new positions, and a stepped-up travel schedule for present programming, public information, and station relations staffs, amount to $121,000; additional rent for larger offices, $31,000; and additional office supplies and expenses, $32,000.

Additional professional services (engineering consultants for the design and installation of the network technical center, consultants on programming needs and content, and auditing services) add $58,000. A larger fund for "step-up fees" for national distribution of local programs, continuation of the "program offering report" to stations on a full-year basis, and provision of additional promotional materials to stations, add $48,000.

Inflation $205,000.—Our estimate of the cost of inflation of certain goods and services included in both the FY 1971 and 1972 budgets (time-zone delay services, professional services, engineering maintenance and supplies, promotional materials, office supplies and expenses and program step-up fees) is $85,000, which is ten percent of the FY 1971 costs for those items (except where the actual increase was less than ten percent). We have not attempted to calculate the impact of inflation on new activities, nor on activities which have or will undergo substantial change during the two fiscal years, such as the line charges for conversion to the permanent interconnection. A reserve for salary increases has been provided, amounting to $120,000 (approximately 6.5% of the budget for personal services).

Annualization of personal services—$123,000.—The supplemental budget for FY 1971 (adopted in January, 1971) added fourteen positions to the PBS staff, which were budgeted on a partial-year basis at $89,000. Salary and benefits for those positions in FY 1972 amount to $212,000, an increase of $123,000. The figure applies only to the "second year" effect of positions added to the budget during the course of the year, not to positions budgeted but not filled for the full year.

Discontinuation and reduction $191,000.—The FY 1971 budget included $40,000 for program presentations at the beginning of the fall season and prior to the spring conference. The 1972 budget includes no item for program presentations. Grants to PBS for reimbursement of the Mountain Time Zone delay have been discontinued ($138,000), and outside counsel and free-lance announcer services have been reduced ($13,000).

Analysis of FY 1971–72 Increases (000)

1. Fiscal year 1971 operating budget	$6,866
2. New activities:	
(*a*) Occasional audio-video lines	20
(*b*) On-air promotion	25
(*c*) Alternative program acquisitions	75
(*d*) Audience research	75
Total	195
3. Improvement of Services:	
(*a*) Permanent interconnection:	
A.T. & T. tariff	1,527
Less savings	(1,182)
Total	345

3. Improvement of Services—Continued	
(*b*) PBS origination	$70
(*c*) Station communications system	(20)
(*d*) Additional staff: executive, planning, station relations, public information, legal and business affairs	203
(*e*) Travel and telephone	121
(*f*) Rent	31
(*g*) Office supplies and expenses	32
(*h*) Professional services	58
(*i*) Step-up fees, station promotion materials and reports	48
Total	888
4. Inflation:	
(*a*) Continuing costs × 10 percent	85
(*b*) Personal services × 6.5 percent	120
Total	123
5. Annualization of personal services:	
6. Discontinuation and reduction:	
(*a*) Program presentations	(40)
(*b*) Time-zone delay	(138)
(*c*) Announcer and legal services	(13)
Total	(191)
7. Fiscal year 1972 operating budget	8, 086

SUMMARY, SOURCES OF INCREASES, FISCAL YEAR 1971-72

	Increase (decrease) (thousands)	Increase as percent of fiscal year 1971 budget	Increase as percent of total 1971–72 change
New activities	$195	2.9	16.0
Improvement of services	888	12.9	72.8
Inflation	205	[1] 3.0	16.8
Annualization of personal services	123	1.8	10.1
Discontinuation and reduction	(191)	−2.8	(15.7)
Total	1, 220	17.8	100.0

[1] Does not include effect of inflation on all budget activities. See analysis.

1970–71 Budget (in thousands)

EXPENDITURES UNDER OPERATING GRANT

1. Program distribution:	
(*a*) Line charges	$1, 873
(*b*) Origination	609
(*c*) Delay	537
(*d*) Tape distribution	1, 382
Total	4, 401
2. Network operations and engineering:	
(*a*) Staff	418
(*b*) Professional services	35
(*c*) Administrative expenses	50
(*d*) Maintenance and supplies	55
Total	558

3. Station relations and communications:	
(*a*) Staff	66
(*b*) Administrative expenses	19
(*c*) Station communications system	352
Total	435
4. Public awareness:	
(*a*) Staff	144
(*b*) Administrative expenses	100
(*c*) Promotional materials for station use	150
Total	394
5. Program administration:	
(*a*) Staff	206
(*b*) Professional services	18
(*c*) Administrative expenses	49
(*d*) Alternative program acquisition and preparation	31
(*e*) Program research services	12
Total	316
6. Corporate expenses:	
(*a*) Occupancy	274
(*b*) Office supplies and expenses	77
Total	351
7. General Administration:	
(*a*) Executive	
(1) Staff	80
(2) Administrative expenses	23
(3) Board of Directors expenses	20
Total	123
(*b*) Planning and research:	
(1) Staff	34
(2) Administrative expense	6
Total	40
(*c*) Business and finance:	
(1) Staff	132
(2) Professional services	7
(3) Administrative expenses	9
Total	148
(*d*) Office of general counsel:	
(1) Staff	65
(2) Professional services	30
(3) Administrative expenses	5
Total	100
Total Operating Budget	6,866

NOTES

"Staff" includes employee salaries and benefits.
"Professional services" includes consultants, outside counsel, audit, and the like.
"Administrative expenses" includes telephone, travel, conference expenses, and the like.

EXPENDITURES UNDER RESTRICTED GRANTS FOR SPECIAL PURPOSES

1. Extra network hours for public affairs specials	$100
2. National advertising of program service	979
3. National Program Guide Study	7
	1, 086

EXPENDITURES UNDER GRANTS FOR FACILITIES

1. Capital equipment for technical operations	300
2. Office furnishings and fixtures	150
	450

1971–72 Budget (in thousands)

EXPENDITURES UNDER OPERATING GRANT

1. Program distribution:	
(*a*) Line charges	$3, 350
(*b*) Origination	15
(*c*) Delay	425
(*d*) Tape distribution	270
Total	4, 060
2. Network operations and engineering:	
(*a*) Staff	834
(*b*) Professional services	80
(*c*) Administrative expenses	72
(*d*) Maintenance and supplies	170
Total	1, 156
3. Station relations and communications:	
(*a*) Staff	93
(*b*) Administrative expenses	45
(*c*) Station communications system	332
Total	470
4. Public awareness:	
(*a*) Staff	220
(*b*) Administrative expenses	95
(*c*) Promotional materials for station use	178
Total	493
5. Program administration:	
(*a*) Staff	318
(*b*) Professional services	53
(*c*) Administrative expenses	90
(*d*) Alternative program acquisition and preparation	125
(*e*) Program research services	99
Total	685
6. Corporate expenses:	
(*a*) Occupancy	500
(*b*) Office supplies and expenses	117
Total	617

7. General Administration	
(*a*) Executive:	
(1) Staff	$131
(2) Administrative expenses	23
(3) Board of directors expenses	20
Total	176
(*b*) Planning and research:	
(1) Staff	61
(2) Administrative expenses	6
Total	67
(*c*) Business and finance:	
(1) Staff	208
(2) Professional services	10
(3) Administrative expenses	20
Total	230
(*d*) Office of General counsel:	
(1) Staff	89
(2) Professional services	22
(3) Administrative expenses	13
Total	124
Total Operating Budget	8, 086

NOTES

"Staff" includs employee salaries and benefits.
"Professional services" includes consultants, outside counsel, audit, and the like.
"Administrative expenses" includes telephone, travel, conference expenses, and the like.

EXPENDITURES UNDER RESTRICTED GRANTS FOR SPECIAL PURPOSES

1. National advertising of program service	1, 000

EXPENDITURES UNDER GRANTS FOR FACILITIES

1. Capital equipment for technical operations	1, 200
2. Capital equipment for technical operations	110
Total	1, 310

PUBLIC BROADCASTING SERVICE PROGRAM BUDGET, FISCAL YEAR 1973

Program, activity (department), type of expense	Amount (thousands)
General management policy determination and planning:	
Executive office:	
Personnel (4)	$120
Support	18
Subtotal	138
General manager's office:	
Personnel (2)	61
Support	14
Subtotal	75
Director of administration:	
Personnel (2)	50
Support	9
Board/members	22
Subtotal	81
Total	294
Program service distribution:	
Interconnection (network operations):	
Personnel (9)	$127
Support	18
Freight and postage	25
A.T. & T.—110 points	3, 000
Non-Bell 110 points	180
Round robin	170
Changes from original order	213
EEN and MET	22
Microwave	15
New points	(*)
Subtotal	3, 770
Tape distribution (network operations):	
Personnel (4)	49
Support	6
Tape distribution	327
Tape stock	80
Subtotal	462

PUBLIC BROADCASTING SERVICE PROGRAM BUDGET, FISCAL YEAR 1973—Continued

Program, activity (department), type of expense	Amount (thousands)
Tape duplication (engineering):	
Personnel (4)	82
Headwear	42
Maintenance and supplies	24
Subtotal	148
Network origination (engineering):	
Personnel (17)	343
Support	10
Headwear	53
Maintenance and supplies	29
Subtotal	435
Delay centers (network operations):	
Pacific delay	450
Mountain delay	25
Subtotal	475
Audio-video engineering and quality control (engineering):	
Personnel (6)	137
Support	5
Consultants	40
Subtotal	182
Training (engineering): Support	2
Management (network operations):	
Personnel (2)	50
Support	11
Subtotal	61
Management (engineering):	
Personnel (2)	56
Support	5
Subtotal	61
Total	5, 596
Program service selection coordination and evaluation:	
Program administration (programing):	
Personnel (4)	100
Support	20
Consultants	3
Wire service	5
Subtotal	128
Program coordination (programing):	
Personnel (4)	73
Support	35
Consultants	11
Screening	24
Step up and reedit	0
Subtotal	143
Program coordination (Office of General Counsel):	
Personnel (1)	20
Support	3
Subtotal	23
Program operations and scheduling (programing):	
Personnel (9)	136
Support	32
Consultants	2
Screening	71
Subtotal	241
Program operations and scheduling (Office of General Counsel): Personnel (1)	15
Program research and evaluation (programing):	
Personnel (5)	63
Support	19
Consultants	34
Audience research services	75
Program offering report	45
Subtotal	236
Total	786
Increasing public awareness:	
National media relations (public information):	
Personnel (3)	53
Support	26
Screening	33
Office expenses	35
Subtotal	147
Management and planning (public information):	
Personnel (3)	53
Support	26
Screening	2
Subtotal	81
National advertising (funded separately)	
Total	228
Services for station members and system:	
Station relations:	
Personnel (6)	114
Support	53
Screening	1
Subtotal	168
Communications network (network operations):	
Personnel (3)	30
Support	3
Facilities	330
Subtotal	363
Communications network (engineering): Consultants	5
Preparation and distribution of promotional materials for station use (public information):	
Personnel (9)	129
Support	22
Screening	2
Printing service	127
Photographic services	45
Subtotal	325
Technical consultation to stations (engineering): Support	5
Preparation of on-air promotional materials (network operations):	
Graphics material	10
Graphics consultants	10
Screening	25
Subtotal	45
Total	911

PUBLIC BROADCASTING SERVICE PROGRAM BUDGET, FISCAL YEAR 1973—Continued

Program, activity (department), type of expense	Amount (thousands)
Long range planning of distribution system:	
Communications planning and research:	
Personnel (2)	48
Support	7
Subtotal	55
Communications planning (engineering):	
Support	10
Consultants	5
Subtotal	15
Operational planning (special projects):	
Personnel (2)	43
Support	6
Subtotal	49
Total	119
Business, legal and corporate support:	
Legal management (Office of General Counsel):	
Personnel (4)	93
Support	15
Outside council	45
Publications	3
Subtotal	156
Business and finance	
Personnel (23)	289
Support	25
Audit and consulting	20
Subtotal	334
Corporate expenses:	
Occupancy	378
Office supplies	57
Insurance and other support	60
Postage and printing supplies	63
Management interns	29
Subtotal	587
Total	1, 077
Interdepartmental expenses:	
Screening (engineering):	
Personnel (4)	80
Headwear	9
Maintenance and supplies	5
	94
Allocated screenings	(135)
	(41)
Public television library: Funded separately.	
Hospital equipment:	
Program distribuition administrative support: office furniture and equipment	30
Payback items	30
Grand total	9, 000

PUBLIC BROADCASTING SERVICE PROGRAM BUDGET

Program and activity (department)	1972	1973	Change
General management policy, determination and planning:			
Executive office	119	138	+19
General manager's office	72	75	+3
Director of administration	78	81	+3
Subtotal	269	294	+25
Program service distribution:			
Interconnection	2, 594	3, 770	+1, 176
Tape distribution	962	462	−500
Tape duplication	107	148	+41
Network origination	535	435	−100
Delay centers	521	475	−46
Audio-video engineering and quality control	141	182	+41
Training	1	2	+1
Management (network operations)	61	61	
Management (engineering)	61	61	
Subtotal	4, 983	5, 596	+613
Program service selection coordination and evaluation:			
Program administration	122	128	+6
Program coordination	183	166	−17
Program operations and scheduling	161	256	+95
Program research and evaluation	210	236	+26
Subtotal	676	786	+110
Increasing public awareness:			
National media relations	113	147	+34
Management and planning	78	81	+3
Subtotal	191	228	+37

PUBLIC BROADCASTING SERVICE PROGRAM BUDGET—Continued

Program and activity (department)	1972	1973	Change
Services for station members:			
Station relations	140	168	+28
Communications network	362	368	+6
Preparation and distribution of promotional materials for station use	326	325	−1
Technical consultation to stations	0	5	+5
Preparation of on-air promotional materials	12	45	+33
Subtotal	840	911	+71
Long-range planning of distribution system:			
Communications planning	82	70	−12
Operational planning	49	49	0
Subtotal	131	119	−12
Business, legal and corporate support:			
Legal management	132	156	+24
Business and finance	268	334	+66
Corporate expenses	498	587	+89
Subtotal	898	1,077	+179
Allocated screening:			
Screening	92	94	+2
Allocation	0	(135)	−135
Subtotal	92	(41)	(133)
Total, operating grant	8,080	8,970	+890
Capital equipment (furnishings)	110	30	−80
Total, budget	8,190	9,000	+810

ATTACHMENT 5: FISCAL YEAR 1973 FUNCTIONAL DESCRIPTIONS

PBS PROGRAMMING DEPARTMENT

GENERAL DEPARTMENTAL REVIEW

A. Functions and objectives

The Programming Department is charged with the planning, operation and evaluation of the national program service. This charge includes evaluation of program proposals and offerings from producing agencies; recommending funding for national distribution program proposals received for the agencies; selection and scheduling of programs for the national service; evaluation of programs after distribution; development of data on station use of programs and needs to be met by the national service; and seeing that published standards of program taste and journalistic quality are met.

B. Summary of departmental activities

Specifically, the Programming Department engages in four major fields of activity:

1. *General program administration and planning.*—Including the medium and long-range planning and development of the program service. This activity insures the efficient administration of the Department's operations and personnel administration, as well as the development of procedures for program development, processing and evaluation.

2. *Program coordination.*—Coordinating with producing agencies for acquisition of programs designed to fill unmet station and audience needs; evaluating of scope and quality of programs offered to PBS in terms of meeting those station needs; evaluating program proposals in terms of meeting station and audience needs and coordinating with the Corporation for Public Broadcasting for funding of those productions determined by PBS to be responsive to station and audience stated needs.

3. *Program service operations and scheduling.*—Coordination with producing agencies the delivery and scheduling of programs selected for PBS distribution; production liaison with requesting producing agencies to assure that the final program product will adhere to the needs and requirements of the system and

meet production standards; internal coordination with other PBS departments (Public Information, Operations, Technical Operations) to assure proper handling and information flow of PBS scheduled program; operation of procedures to assure that programs to be distributed meet established program standards in the areas of taste and journalistic quality.

4. *Research and evaluation.*—Determination of member station's needs and desires for programming for their communities; research and evaluation of program usage by member stations; research and evaluation of audience size and composition for PBS programs; development of efficient data manipulation in the program area.

I. Network Operations Department, General Departmental Review

A. FUNCTIONS AND OBJECTIVES OF THE DEPARTMENT

The Operations Department administers PBS policies regarding the distribution of programs to the member stations. It manages the network and represents PBS in its dealings with AT&T, the stations, regional organizations, miscellaneous common carriers and others. It oversees the operation of the Los Angeles and Denver delay centers and the tape duplication and distribution for the non-interconnected stations. It collects for broadcast and returns all programs and it collects, organizes, and disseminates operational information regarding programs and promotional announcements. It also coordinates and schedules the PBS in-house screening activity, the scheduling of equipment and the handling of tapes and films.

B. SUMMARY OF DEPARTMENTAL ACTIVITIES

The Operations Department provides the following basic services:

1. Departmental *management* handles administration, policy and planning for the department.
2. The *interconnection* service for the programs PBS distributes including the coordination of activities and collection and dissemination of information required by network operations.
3. The maintenance and funding of *delay centers* to rebroadcast programs in acceptable time patterns in different time zones. Currently the delay centers are operated in Denver for the Rocky Mountain time zone stations and in Los Angeles for the Pacific time zone stations.
4. *Tape distribution* of programs to stations which are either not yet interconnected or unable to be interconnected. In the latter category are stations in the non-contiguous areas: Hawaii, Alaska, Puerto Rico, Virgin Islands, Samoa and Guam.
5. Services performed for other *departments within PBS*, i.e., the Programming Department, the Public Information Department, etc.

Engineering and Technical Operations, General Departmental Review

A. FUNCTIONS AND OBJECTIVES OF THE DEPARTMENT

The Engineering and Technical Operations Department is responsible for the design and installation of all technical facilities and the operation of those facilities. Providing the facilities is the Engineering function and involves definition of requirements, design, procurement and installation. Operating those facilities is the Technical Operations function and involves recruiting and training of personnel, efficient scheduling of personnel and equipment, maintenance and quality control throughout the technical system and close job performance checks of the operators. In both the capital investment and in the operation, the Department is charged with close cost control*.

The Department performs a staff function which includes advising PBS management on engineering matters, keeping abreast of developing technologies and planning the potential applications of those technologies to public broadcasting.

---

*Note that a particular charge of the Visiting Committee would be review of the capital budget for the technical plant.

B. SUMMARY OF DEPARTMENT ACTIVITIES

1. Network origination and transmission

Most program material received from production centers for distribution to the network is on video tape. Some programs are taken live from a member station .The network origination operation consists of playback of tapes or taking in the live feed, performing the continuity switching in which the program material is integrated with other film or tape sources, such as promos, and producing a composite sequence properly timed for transmission to the interconnection system.

The transmission function consists of certifying the quality and continuity of signals coming into and leaving the PBS plant.

These operations are performed by the Technical Operations staff.

2. Network interconnection quality control

The Transmission Engineering section of the Department develops technical standards for the interconnection facilities. It has established a periodic measurement and reporting system in which each member station is asked to participate in checking the incoming line from the PBS interconnection. These test results, now on a monthly basis, are distributed to the member stations and to AT&T.

Much of the transmission standards work is accomplished through representation in industry and professional groups, described in activity number 8 below.

3. Tape duplication and distribution

Tape duplication and distribution of PBS programs for non-interconnected stations and delay centers is presently done by NET in Ann Arbor. Beginning approximately June 15, 1972, that operation will be done in the PBS Washington plant. The present pattern of bicycling tapes from station to station will be retained in order to minimize duplication costs.

In performing this function, the Technical Operations staff is responsible for the bulk purchase of tape stock (the lowest price rate available in the U.S. has been obtained) evaluation of tape stock (to date 1200 reels have been evaluated in preparation for the move) and the duplication operation. In a joint effort with the Special Projects Department, a computer program is in preparation for tape inventory control. It will run on the Brookings Institute computer at a small monthly charge ($150.00). The development time at Brookings has been without charge to PBS.

Most of the duplication work will be done at night which will result in a round-the-clock operation beginning in the Fall of 1972.

4. Audio/video engineering

Audio/video engineering must be performed where new technical facilities are required or where modifications to existing technical facilities are needed. The engineering process involves the definition of requirements, the design and/or preparation of specifications, procurement, installation and check-out.

The approach being taken on engineering projects is that the basic system planning is done by PBS Engineering. Thereafter, the least-cost approach is taken as between (1) purchasing components and assembling them under the direct supervision of PBS Engineering or (2) contracting the projects outside on a turn-key basis. In all projects considered so far, the direct project supervision by PBS has been the most cost effective.

At the same time, we have avoided building up a large engineering staff. As our work load reaches peaks, we cover with outside help. The permanent staff is sized to handle the base line activity. Whereas, the commercial networks have design engineering staffs varying from 20 to 50 professionals, the PBS design engineering staff consisted of three professionals plus consultants.

5. Special operational projects

The Department provides technical support for the Special Projects Department. In the case of DACS, much of the concept, design and construction was done by Engineering and Technical Operations. Now that the system is operational the Department is responsible for the maintenance (not the operation) of the computer system.

Three staff and one engineering consultant are currently working part time with the Special Projects Department on computer-based Management Information System.

6. *Training*

Since most of the technician staff has been hired within the last six months, an extensive amount of training has been necessary. This has been done in several ways:

A three week school conducted by two Ampex instructors on PBS premises (10 personnel), a service offered with the purchase of Ampex tape machines.

Sending four personnel to Ampex who could not attend the class at PBS.

Taking advantage of schooling offered by the Digital Equipment Company with the purchase of their computer.

Classes and demonstrations conducted by Engineering and Technical Operations management.

A week of parallel operation at PBS Washington in the week prior to the move of the network origination to Washington.

The Department intends to make training an on-going activity for both technicians and management.

7. *Technical consultation to stations*

We have activated a PBS Engineering Committee consisting of the Chief Engineers from 10 of the member stations. The purpose of the Committee is to consider any technical problems of common interest, such as quality shortcomings of AT&T long linees. Two meetings of the Committee with AT&T have been effective in forcing corrective action on chronic problems.

One of the functions the Committee is considering is the coordination of expertise help in engineering or technical production work to member stations requesting such help. Experts would be drawn from within public broadcasting. The Committee has just begun a Technical Information Exchange bulletin, the first issue of which went out to all stations in May, 1972. The Committee's expenses are funded from the Engineering and Technical Operations Travel and Conference budget.

PBS has sent personnel and equipment to assist stations producing remote pick-ups for national distribution.

8. *Representation to industry and professional organizations*

This function falls primarily in the Transmission Engineering section. We feel there is considerable advantage in having PBS become well known in these organizations, because it affords the opportunity of obtaining new information and of exercising some influence in developments of particular concern to public broadcasting.

One example is the prospect of improved audio transmission quality which is to some degree attributable to PBS efforts in NTC and VITEAC. Another example is the adoption of standards for vertical interval test signals (an in-service method of certifying transmission path characteristics). The PBS Manager of Transmission Engineering was the chairman of the subcommittee of STOC–TV which formulated these standards.

A two day Public Broadcasting Symposium was held in May, 1972 as part of the 111th Technical Conference of the SMPTE. The program was arranged by the PBS Engineering Committee. The invitation to conduct the Symposium came about because of PBS's participation and contacts at SMPTE.

Some of the organizations in which PBS is represented are:

Network Transmission Committee (NTC)
Video Transmission Engineering Advisory Committee (VITEAC) (membership in both of the above is comprised of AT&T, the commercial networks and PBS)
Satellite Technical and Operational Committee (STOC–TV) (membership consists of all U.S. and Canadian carriers, Comsat, and the commercial networks and PBS)
International Radio Consulative Committee (IRCC)
EIA Broadcast Transmission Systems (BTS)
FCC Cable Advisory Committee
EBU Technical Committee Liaison

9. *Communications Planning*

The Department keeps abreast of new technological developments and in a limited scale conducts experimentation in such development. As a planning function, the Department identifies and works towards the application of new technologies for public broadcasting. Current examples are communications satellites, cable television, computer-assisted instruction, "hidden" captioning for the deaf, improved audio transmission quality through multiplexing techniques.

Information on developing technologies is distributed by the Department such as the video tape prepared jointly by PBS and the MITRE Corporation to demonstrate the TICCIT interactive instructional television cable system. The tape was shown closed circuit to all PBS member stations.

10. Screenings (without evaluation)

Films and video tapes are run for CPB, NPACT and interdepartmental viewings (including shipping of cartridge video tapes to the Public Information office in New York City).

11. Screenings and evaluation

Screenings of film and video tape programs are provided with technical evaluations for two kinds of service:

(a) Program offerings
(b) Programs scheduled for network distribution

12. General Administration and Planning

The administration section establishes the goals necessary for the Department to fulfill its roll in the organization, according to PBS policies, and measures the performance of the three sections (Technical Operations, Transmission Engineering and Audio/Video Engineering) in achieving those goals.

Public Information Department

I. PUBLIC INFORMATION DEPARTMENT—GENERAL REVIEW

A. Statement of Functions/Objectives

In an effort to provide stations with complete information on programs in the national service, to supply the stations with material for local promotion of the national service, to give the stations a central resource for information and promotion services, and to insure that public television's promotion funds are spent in the most efficient, effective manner, the PBS Public Information Department coordinates the promotional activities of producers, selects—or produces—and then distributes promotional material and program descriptions for station use, promotes programs in the national press, advertises the programs and conducts PBS public relations.

B. Summary of Activities

The Public Information Department conducts the following major activities: public information management and planning, national media relations, preparation and distribution of promotional and program information material for station use, and advertising.

II. PUBLIC INFORMATION DEPARTMENT—REVIEW OF ACTIVITIES

A. Public Information management and planning

A major function of the Public Information Department is the overall planning of promotion activities for programs in the national service. The Director of Public Information must insure that promotion personnel at the producing stations are given every opportunity to bring their talent and enthusiasm to the task of publicizing their program in the national service. At the same time, he must insure that programs from producing stations that do not have large and experienced promotion operations are given adequate publicity. He must coordinate the promotion activities of PBS, the producers, private public relations agencies hired by producers and underwriters, and the stations to see that the maximum amount of publicity is obtained without violating public broadcasting's basic principles of station autonomy. He must review producers' promotion budgets so that suplication and waste will be avoided and public television will get the maximum benefit from its promotion funds. He must plan each season's promotion campaign and coordinate the campaign's execution.

B. National Media Relations

The PBS New York office is responsible for establishing and maintaining contacts with the national press. This involves hosting screenings, answering questions, conducting press conferences, distributing press releases and promoting programs in the national service. In the past 18 months, the PBS New York office has worked with writers and editors on stories that have appeared in *Life, Look, Time, Newsweek, TV Guide, Readers Digest, Broadcasting, Jet, Ebony, New York, Ingenue, Seventeen, Variety, The New York Times, The Christian Science Monitor* and many other publications.

C. Preparation and Distribution of Promotion Materials for Station Use

PBS Public Information currently provides the stations with the following: Press releases, program descriptions, features, black and white photographs, on-air promo slides, spot copy, promo spots, transparencies for color covers, program guide cover art, listings, program guide profiles and selected other materials such as posters, and press kits. Originally, it was believed that PBS could serve entirely as a reproducer and distributor but an extremely wide range of promotion capabilities among producers made the original plan unworkable. In the last 18 months, the volume of material the stations receive has increased steadily and the share of that material that is created by PBS has risen as well.

D. Advertising

Using annual grants from the Ford Foundation, PBS has conducted an aggressive advertising campaign to build an audience for the national programs. In October, 1971, PBS launched the season with a series of commercials on the commercial television networks and conducted a related print campaign in newspapers in the ten major markets. Throughout the season, other spring ads were purchased in the 10 top markets. One ad ran in the 20 top markets. Then, in May, PBS returned to commercial television with a 60-second spot advertising new programs in May.*

By advertising in newspapers in the 10 markets, PBS covered an area where there are about 20,000,000 TV homes—about 30 percent of the total U.S. TV homes and nearly half of PBS' potential audience.

II. SPECIAL PROJECTS DEPARTMENT, GENERAL DEPARTMENTAL REVIEW

A. Functions and objectives of the department

The Special Projects Section is responsible for coordinating, developing and implementing various interdepartmental projects and activities and preparing studies on the overall network operation for the General Manager to insure maximum efficiency and effectiveness of PBS service to its members stations.

B. Summary of departmental activities

The Special Projects Section was established by PBS to be a general eexcutive office managing various interdepartmental projects. During the first year the Section was responsible for the transfer of printing and mailing, tape distribution, Station Relations, Public Information, and TWX communications from NET to PBS. It also researched, developed and began the implementation of a computerized communications system to provide rapid delivery of message traffic to stations at an economical cost and coordinated the transfer of ETS/PS from NAEB to PBS.

This year the Special Propects Section implemented the computerized communications system (DACS) and researched the move of the Public Television Library to Washington, D.C. It is also coordinating and researching the development of the Management Information System.

During the next fiscal year the Special Projects Section is planning to implement the initial phases of the Management Information System, improve the efficiency and operation of the Communications Network and coordinate the move of the Public Television Library to Washington.

I. STATION RELATIONS DEPARTMENT, GENERAL REVIEW

A. Statement of functions/objectives

The Station Relations Section is responsible for communications to and from the management and the member stations with regard to the policies and practices of the organization in support of operational management and policy planning.

In performing this function, the Station Relations Section has as its objective the developing of understanding and commonality of purpose.

---

*The fall television campaign reached an estimated 75 percent of the TV homes in the Nation.

B. Summary of activities

Establishment and maintenance of two way communication between PBS and the member stations via mail, telephone, DACS, personal visits, conferences and conventions.

Approximately 55 contacts are made each business day with stations and other public broadcasting agencies. The volume, which is increasing, includes 25 telephone calls, 20 pieces of mail, 10 DACS messages and two office visitors.

Development and maintenance of records and related information for all member stations.

Projecting the activation of new stations and their integration into the system in an orderly and efficient manner

Gathering data for PBS management and staff for both day-to-day and long range planning phases of the service.

Dissemination to stations and other agencies of information necessary to the efficient day-to-day operation of the member stations.

Humanizing the relationship between the national organization and staff personnel at stations.

Providing assistance when requested, serving as a contact point and liaison for program and operating problems and inquiries from the members.

Evaluating the performance of PBS in terms of fulfillment of stations' needs and representing that analysis in PBS management discussions.

The section represents station views to other staff, gathers information as needed, represents the stations as PBS members in discussions with other agencies, plans and supervises meetings involving PBS and its members, prepares policy recommendations on station-related program and operational concerns, provides assistance to the stations in understanding PBS policy, and represents PBS at all meetings to which representatives are invited.

LEGAL—STATEMENT OF OBJECTIVES AND ACTIVITIES FOR THE LEGAL DEPARTMENT

I. LEGAL

A. General Departmental Review

1. *Functions and Objectives of the Department.*—The Office of the General Counsel is responsible for managing the legal affairs of the corporation.

2. *Summary of Departmental Activities.*—In fulfilling its obligation to the corporation, the Office of the General Counsel engages in the following three major activities: legal management and planning; coordination of national program rights; and assisting the Programming Department in program service operations.

B. Review of Activities

1. *Legal Management and Planning.*— By far, this is the most all-encompassing major activity of the Office of the General Counsel. The general areas of work covered under this activity are the following:

Advising management on the various legal problems that arise from time to time in connection with PBS-distributed programs; advising management and assisting in the administration of the underwriting policies and other polcies which apply to PBS-distributed programs;

Answering questions from PBS members in connection with PBS-distributed programs and from time to time in connection with general broadcasting problems, institutional problems and problems connected with the interpretation of various agreements and national policies;

Assisting production centers with problems arising in connection with their programs and problems of interpretation concerning the various agreements and national policies applicable to their programming;

Assisting the corporation in developing policy and in negotiating basic institutional agreements such as the membership and production center agreements;

Managing the legal side of the corporation's pursuit of external matters such as the filings with the FCC in the satellite docket, the Fairness Doctrine docket and various fairness complaints directed against PBS; the filings with the Treasury in connection with private foundation regulations; the on-going negotiations with AT&T; the Network Project law suit against PBS and various miscellaneous matters such as international meetings and copyright legislation;

Managing the legal side of the internal affairs of the corporation such as lease negotiations, tax exemption filings, review of contracts, wage price freeze questions and the like.

2. *Coordination of National Program Rights.*—Under this activity the Office of the General Counsel provides an information coordination service for questions concerning the distribution rights and the use of music in connection with PBS-distributed programs.

3. *Assisting the Programming Department in Program Service Operations.*—This activity is covered by the work performed by the Public Affairs Monitor. The Public Affairs Monitor participates in the program review and evaluation process by (1) monitoring the balance of PBS-distributed programming dealing with controversial issues of public importance and (2) monitoring the election candidate appearances and the equal time questions arising in connection with PBS-distributed programming.

Executive Office

GENERAL REVIEW

A. Functions/objectives

The Executive Office is responsible for general supervision of the activities of the corporation, for overall policy management and planning, and for the maintenance of corporate relations with public broadcasting organizations and other groups.

B. Summary of activities

The activity of the Executive Office may be considered to divide in roughly equal proportions between policy management and planning, and corporate relations. Policy management requires an increasing concentration of effort as the scope and complexity of PBS's operations increases. Corporate relations activity grows more slowly, roughly in proportion to the increase in the number of public broadcasting organizations to which PBS's activity relates, but increases more rapidly as greater demands are placed on PBS management for participation in system-wide activities and individual station functions.

Office of the General Manager

I. GENERAL REVIEW

A. Functions/objectives

The General Manager's office is responsible for the general operational management of the activity of the corporation, for development of operational policies and planning, and for operational relationships with other related organizations.

B. Summary of activities

The activity of the Office of the General Manager consists essentially of operational management and planning. The General Manager provides general supervision for the activity of the Program, Public Information, Network Operations, and Engineering and Technical Operations Departments; the Special Projects Office; and the Public Television Library. The scope and complexity of this task grows in proportion to those operating functions.

II. OFFICE OF THE DIRECTOR OF ADMINISTRATION, GENERAL REVIEW

A. Statement of functions/objectives

The Administration Office is responsible for general supervision of the administrative management of the corporation and, as the office of the corporate Secretary, for relationships with the Board of Directors and the Members.

B. Summary of activities

The activity of the Administrative Office may be considered to divide in roughly equal proportions between administrative management and planning, and supervision of the corporate activities of the Board of Directors and the Members. The Director of Administration provides general supervision for the business, legal, and planning activities of PBS; the Secretary of the corporation conducts preparations for meetings of the Board of Directors and the Members, and records and represents their actions. The scope and complexity of these tasks grow in proportion to the scope of PBS's operations, and of the activity of the Board and Members.

Communications Planning and Research

I. GENERAL REVIEW

A. Functions/objectives

The office of the Director of Communications Planning is responsible for the long-term planning of the corporation.

B. Summary of activities

The Director of Communications Planning seeks to identify those factors which will have a critical impact on the activities and services that PBS provides to its members, and to advise the management on the consequences of alternative courses of action, and the steps necessary in orderly sequence to achieve the Board's and the management's objectives. In this connection, the Director necessarily must coordinate his inquiry closely with the President, the General Manager, the Director of Administration, and with the appropriate operating executives (particularly the programming, engineering, and network operations executives. When the indicated course of action involves legislative or regulatory action, the office must also coordinate with the Office of the General Counsel, and with the other public broadcasting entities which have a responsibility for legislative matters and for liaison with governmental agencies (e.g., CPB and NAEB). Finally, the office must coordinate with the Director of Business Affairs to assure the soundness of any special project analyses which may be prepared for the management and the Board of Directors, and to assure that corporate planning decisions are reflected at the appropriate point in the budget cycle.

II. REVIEW OF ACTIVITIES

A. Fiscal year 1973 supplemental request

1. *Maintenance of Services at Projected System Level* ($50 million).

(a) *Communications Planning and Research.*—During fiscal 1972, the Communications; Planning office coordinated PBS's activity.

III. BUSINESS AND FINANCE DEPARTMENT

A. General departmental review—functions and objectives

The Business and Finance Department serves primarily as a staff planning and support group for the rest of PBS. As a support group, it performs those common organizational functions required by all PBS departments but which none of the other departments is, or should be, able to handle efficiently by itself. These common functions include the disbursement of funds, personnel administration, office services and supplies, the duplication of printed material, the distribution of mail and supplies, and the inter-departmental communications. As a staff planning group, the department prepares financial reports for departmental management, PBS top management, and for various external organizations (e.g. CPB; it coordinates and consolidates the planning/budgeting efforts of the various PBS departments; and it provides financial, personnel and other types of analytic and planning assistance as required for special activities.

B. Summary of departmental activities

The Business and Finance Department is divided into two sections: the Finance Section and the Business Section, with the entire department managed by the Director of Business Affairs.

1. The Finance Section is responsible for developing and maintaining a coordinated system of organization and procedures for:

The acquisition, analysis and internal reporting of financial information required by the PBS Board of Directors and management in decision making, including the preparation and use of the annual operating budget;

The preparation of financial reports to external organizations (primarily the Corporation for Public Broadcasting and other grantors such as the Ford Foundation), to member stations and to the public at large; and

The disbursement of funds, including payroll, according to generally accepted accounting procedures and within the limits of PBS' budget, policies and procedures.

2. The Business Section of the Business and Finance Department carries out three major and distinct activities:

a. *Personnel Administration.*—In carrying out this activity, the Business Section administers the employee benefits program, and the employee evaluation and salary review program. It administers the Equal Employment Opportunity Policy, and promulgates and maintains personnel policies and procedures.

b. *Duplication and Distribution of Printed Materials.*—The Business Section duplicates (by offset printing) collates, assembles and otherwise prepares for distributing office supplies necessary for the day-to-day operation of PBS staff. It provides a receptionist/switchboard operator, an internal messenger service for mail and supplies, an external messenger/driver service, and assistance to the staff in providing and using specialized equipment or support items.

c. *Corporate Expenses (Overhead).*—The "corporate" portion of the PBS budget includes common items relating to all PBS departments—rent and building services, office supplies, insurance and so on. The common characteristic of these items is that no single department can control them. None of these items is allocated to departmental budgets because the time and effort required to do so equitably far outweigh any benefits to be derived. Thus, the corporate budget is developed (based on an analysis of all departmental budgets) and administered by the Business and Finance Department.

PUBLIC BROADCASTING SERVICE—REPORT AND FINANCIAL STATEMENTS AND SUPPLEMENTARY INFORMATION, JUNE 30, 1971

PRICE WATERHOUSE & CO.,
Washington, D.C., August 31, 1971.

To the Board of Directors, Public Broadcasting Service.

In our opinion, the accompanying statement of assets, liabilities and unexpended grants and the related statement of revenue, expenses and unexpended grants present fairly the financial position of Public Broadcasting Service at June 30, 1971 and its revenue and expenses for the year then ended, in conformity with generally accepted accounting principles. Our examination of these statements was made in accordance with generally accepted auditing standards and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances, including at June 30, 1971 confirmation of cash by correspondence with the depositary.

Our examination was made primarily for the purpose of forming our opinion on the financial statements, taken as a whole. We also examined the supplementary information, presented on schedules 1 and 2, by similar auditing procedures. In our opinion, this supplementary information is stated fairly in all material respects in relation to the financial statements, taken as a whole. Although not essential for a fair presentation of financial position and revenue and expenses, this information is submitted as additional data.

Exhibit I.—Public Broadcasting Service, Statement of Assets, liabilities and Unexpended Grants, June 30, 1971

Operating funds—Assets:	
Cash	$1, 089, 710
Receivables, primarily reimbursable expenses, and advances	202, 852
Prepaid rent and insurance	11, 225
	1, 303, 787
Liabilities and unexpended grants:	
Accounts payable	816, 126
Accrued vacation and payroll taxes	46, 190
Deferred grant revenue (note 2)	262, 523
Unexpended grants (note 2)	178, 948
	1, 303, 787
Plant funds (note 3)—Assets:	
Property, plant and equipment, at cost (exhibit II):	
Broadcasting equipment	322, 299
Office furniture and equipment	178, 525
Leasehold improvements	42, 341
Motor vehicle	7, 470
Total plan fund assets and fund balance	550, 635

PUBLIC BROADCASTING SERVICE—NOTES TO FINANCIAL STATEMENTS, JUNE 30, 1971

Note 1—Organization

Public Broadcasting Service (PBS), incorporated on November 3, 1969, is a non-profit, non-commercial program distributor for public television stations financed by grants from the Corporation for Public Broadcasting (CPB). CPB is a non-profit, non-government corporation established by Congress in 1967 to promote and help finance the development of non-commercial radio and television.

For the period from incorporation to June 30, 1970, PBS expenses aggregating approximately $153,000 were borne by CPB.

Note 2—Grants

During the year ended June 30, 1971, PBS was awarded grants by CPB for its operations aggregating $8,985,000 of which $7,979,000 had been received by PBS as of June 30, 1971. In accordance with the terms of the grants, grant funds unexpended at the end of the grant period are repayable to CPB. Grants received during the fiscal year 1971 for fiscal year 1972 operations and fiscal year 1971 grants whose terms have been extended by CPB in order to cover certain commitments (primarily for equipment) existing at June 30, 1971, aggregated $262,523.

Note 3—Property, Plant and Equipment

Broadcasting, office and other equipment are charged against the respective grants and are capitalized in PBS's Plant Fund. PBS's policy is not to depreciate these assets.

Note 4—Commitments

Leases for office and technical facilities expire in August, 1973. The aggregate annual rental under such leases in effect at June 30, 1971 was approximately $103,000.

Note 5—Acquisition of Assets

Effective July 1, 1971, the National Association of Educational Broadcasters (NAEB) transferred the net assets of Educational Television Stations Program Service (ETS/PS), a division of NAEB operated by Indiana University, to PBS by deed of gift. These assets, consisting primarily of programs and video tapes, had a book value of approximately $231,000 at June 30, 1971. PBS has assumed responsibility for the program library service activities formerly conducted by ETS/PS. The program library service will continue to operate from Indiana University, and PBS has agreed to reimburse the University for the use of facilities and services until relocated in a PBS facility.

PUBLIC BROADCASTING SERVICE

SCHEDULE OF GRANTS FOR THE YEAR ENDED JUNE 30, 1971

	Awarded	Received	Expended	Unearned	Continuing
Basic operating grant	$6,427,000	$6,154,000	[2] $5,831,476	$211,724	$110,800
Public information grant	1,703,000	1,018,000	908,711		109,289
Capital equipment grant	300,000	300,000	300,000		
National program guide study grant	7,000	7,000	7,000		
Public affairs specials grant	100,000	100,000	92,566		7,434
Tape distribution grant for "Mister Rogers' Neighborhood".	365,000	365,000	349,776	15,224	
Rocky Mountain Delay Center grant	83,000	35,000	48,000	(48,000)	35,000
Total	8,985,000	7,979,000	[3] 7,537,529	178,948	26,,523

---

[1] Represents amounts received which cover certain commitments existing at June 30, 1971, and operations subsequent to that date.

[2] Net of miscellaneous income of $14,310.

[3] Includes property, plant, and equipment aggregating $550,635.

SCHEDULE OF DEPARTMENTAL EXPENSES FOR THE YEAR ENDED JUNE 30, 1971

	General and administrative	Network operations	Program	Planning and research	Public information	Total
Salaries and wages	$225,030	$293,047	$119,867	$36,422	$114,108	$788,474
Employee benefits	34,540	61,410	22,140	6,326	19,482	143,898
Employee travel and other	53,215	54,714	28,273	5,054	22,612	163,868
Postage, materials, and mailing	5,194	23,165	1,540	482	106,111	136,492
Telephone and wire services	52,972		1,614		5,642	60,228
Outside and professional services	70,865	163,267	11,015		37,692	282,839
Advertising					712,288	71[illegible]8
Occupancy	92,813				6,176	98,989
Equipment rental and maintenance	8,500	245			3,382	12,127
Supplies	43,865	34,230	745	11	5,898	84,749
Dues and subscriptions	7,068	1,901	863	1,951	1,992	13,775
Network communications		235,275				235,275
Distribution of public affairs specials		92,566				92,566
Network interconnection		1,928,010				1,928,010
Network origination		458,538				458,538
Time zone delays		427,676				427,676
Tape duplication and distribution		1,313,063				1,313,063
Program review and program rights			21,722			21,722
Miscellaneous	4,296	15,586			6,745	26,627
Total	598,358	5,102,693	207,779	50,246	1,042,128	7,001,204

PUBLIC BROADCASTING SERVICE—REPORT AND FINANCIAL STATEMENTS AND SUPPLEMENTARY INFORMATION, JUNE 30, 1972

PRICE WATERHOUSE & CO.,
Washington, D.C., September 29, 1972.

To the Board of Directors Public Broadcasting Service.

In our opinion, the accompanying statements of assets, liabilities, unexpended grants and fund balances and the related statement of revenue, expenses and unexpended grants present fairly the financial position of Public Broadcasting Service at June 30, 1972 and its revenue and expenses for the year then ended, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year. One examination of these statements was made in accordance with generally accepted auditing standards and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

Our examination was made primarily for the purpose of forming our opinion on the financial statements, taken as a whole. We also examined the supplementary information, presented on schedules 1 and 2, by similar auditing procedures. In our opinion, this supplementary information is stated fairly in all material respects in relation to the financial statements, taken as a whole. Although not essential for a fair presentation of financial position and revenue and expenses, this information is submitted as additional data.

Public Broadcasting Service—Statements of Assets, Liabilities, Unexpended Grants and Fund Balances, June 30, 1972

Operating fund—Assets:	
Cash	$40,836
U.S. Treasury bills at cost, which approximates market	249,633
Receivables and advances less allowance for uncollectible accounts of $9,373 (note 3)	866,486
Prepared expenses, principally insurance	5,179
	1,162,134

Public Broadcasting Service—Statements of Assets, Liabilities, Unexpended Grants and Fund Balances, June 30, 1972—Continued

Liabilities, unexpended grants and fund balance:	
Accounts payable	$731,128
Accrued vacation and payroll taxes	74,428
Deferred grant revenue (note 2)	211,843
Unexpended grants (note 2)	128,378
Fund balance (note 4)	16,357
Total	1,162,134
Property, plant and equipment fund (note 6)—Assets:	
Property, plant and equipment, at cost:	
Broadcasting equipment	1,281,400
Office furniture and equipment	362,610
Leasehold improvements	212,183
Motor vehicle	7,470
Total property, plant and equipment and fund balance	1,863,663

Public Broadcasting Service—Statement of Revenue, Expenses and Unexpended Grants for the year ended June 30, 1972

Revenue:	
Grants, net of $211,843 applicale to fiscal year 1973 (note 2)	$10,737,770
Gift of Public Television Library (note 4)	16,357
Miscellaneous income	10,684
Total	10,764,811
Expenses:	
Departments:	
General and administrative	951,516
Network operations	5,972,485
Programming	594,020
Planning and research	65,034
Public information	1,626,157
Public Television Library (note 4)	97,836
	9,307,048
Excess of revenue over expenses	1,457,763
Purchase of equipment (transferred to property, plant and equipment fund)	(1,313,028)
	144,735
Transfer to fund balance	(16,357)
Unexpended grants at end of year	128,378

PUBLIC BROADCASTING SERVICE—NOTES TO FINANCIAL STATEMENTS, JUNE 30, 1972

Note 1—Organization

Public Broadcasting Service (PBS), incorporated on November 3, 1969, is a non-profit, non-commercial program distributor for public television stations financed by grants from the Corporation for Public Broadcasting (CPB). CPB is a non-profit, non-government corporation established by Congress in 1967 to promote and help finance the development of non-commercial radio and television.

Note 2—Grants

During the year ended June 30, 1972, PBS was awarded grants by CPB its operations aggregating $10,465,000, of which $10,002,090 has been received by PBS as of June 30, 1972. Also included in grant revenue is $685,000 representing the balance of a national advertising grant awarded in 1971 and $262,523 of deferred grant revenue at June 30, 1971. In accordance with the terms of the grants, grant funds in the amount of $128,378 which were unexpended at the end of the grant period are repayale to CPB. PBS intends to request permission from CPB to utilize approximately $100,000 of unexpended grant funds at June 30, 1972, in fiscal year 1973. Grants received during fiscal year 1972 for fiscal year 1973 operations aggregated $211,843.

CPB has withheld disbursement of funds to PBS amounting to $62,910 and charged that amount directly to PBS's basic operating grant for certain expenditures which CPB considers to have been made on behalf of PBS. The management of PBS believes that these expenditures are not properly chargeable to PBS operations and accordingly has not included the amount in revenue and expenses of PBS for the year ended June 30, 1972, although there is no effect on unexpended grants at that date.

Note 3—Receivables and Advances

Receivables and advances at June 30, 1972, consist principally of amounts due from CPB and member stations and includes advances to Indiana University for operations of the Public Television Library (Note 4) of $91,942.

Note 4—Acquisition of the Public Television Library

Effective July 1, 1971, the National Association of Educational Broadcasters (NAEB) transferred the net assets of the Public Television Library (PTL) (formerly the Educational Television Stations Program Service), a service operated by Indiana University for the distribution of television programs and related material on videotape to non-commercial television stations in the United States and Canada, to PBS by deed or gift.

Indiana University has continued to operate PTL under a written agreement with PBS and PBS has agreed to reimburse the University for all costs of the services until PTL is relocated in a PBS facility.

The $231,000 of assets received from NAEB on July 1, 1971, consisted of programs and videotapes with a recorded book value of approximately $206,000, furniture and equipment with an original cost of approximately $8,500 (fully depreciated) and net current assets of $16,357. In accordance with PBS's policy of not capitalizing the cost of programs and videotapes PBS has recorded only the net current assets of PTL at July 1, 1971.

During the year ended June 30, 1972, PBS was awarded a grant of $175,000 from CPB for support of PTL, of which $158,000 was advanced to Indiana University in February 1972. Indiana University advised PBS that for the year ended June 30, 1972, expenditures of PTL, including the cost of programs and videotapes acquired during the year, net of revenue from sales, services and royalties amounted to $82,415 which, in addition to expenditures of $15,421 incurred directly by on behalf of PTL, has been charged to the grant from CPB.

Note 5—Commitments

PBS is committed for aggregate annual rental payments of approximately $326,400 under leases for office and technical facilities which expire July 31, 1977.

Note 6—Property, Plant and Equipment Fund

Broadcasting, office and other equipment and leasehold improvements are charged against the respective grants in the year acquired and capitalized in PBS's property, plant and equipment fund at cost. Due to wear and obsolescence, additional grant revenues will be required for replacement of these assets in the future, which have estimated useful lives of 6 to 10 years.

Note 7—Contingent Liability

PBS pays an annual tariff to common carriers for use of transmission lines in program distribution at rates which were established by the Federal Communications Commission (FCC) as a result of a filing between those carriers and CPB. The FCC established these rates at less than full cost to the carriers, based on the public broadcasting industry's ability to pay. It is possible that the carriers will assert that PBS is liable for all or part of additional costs of approximately $250,000 incurred by these carriers resulting from certain changes and additional construction not contemplated in the original FCC filing. The management of PBS believes that these amounts should not be added to the reduced tariff and that if the FCC determined that such additional amounts should be paid, CPB would provide additional grants to PBS equal to those changes.

PUBLIC BROADCASTING SERVICE
SCHEDULE OF GRANTS FOR THE YEAR ENDED JUNE 30, 1972

	Awarded	Received	Expended	Unearned	Continuing [1]
Unexpended grant balances from prior year:					
Basic operating grant		$110,800	$110,800		
Public affairs special grant		7,434	7,434		
Rocky Mountain Delay Center grant		35,000	35,000		
National advertising grant		[2] 109,289	109,289		
Total		262,523	262,523		
National advertising grant (balance on face amount of 1971 grant)		[2] 685,000	685,000		
Total		947,523	947,523		
Current year grants:					
Basic operating grant	$8,190,000	8,127,090	[3] 8,075,876	$51,214	
Media grant	500,000	500,000	469,150		$30,850
Public Television Library grant	175,000	175,000	97,836	77,164	
Capital equipment grant	1,200,000	1,200,000	1,019,007		180,993
Construction grant	400,000				
Total	10,465,000	10,002,090	9,661,869	128,378	211,843
Grand total	10,465,000	10,949,613	[4] 10,609,392	128,378	211,843

[1] Represents amounts received which cover operations subsequent to June 30, 1972.

[2] Amounts received in fiscal year 1972 for the balances due on 1971 national advertising grant of $1,703,000, which was granted to PBS for the period January–December 1971.

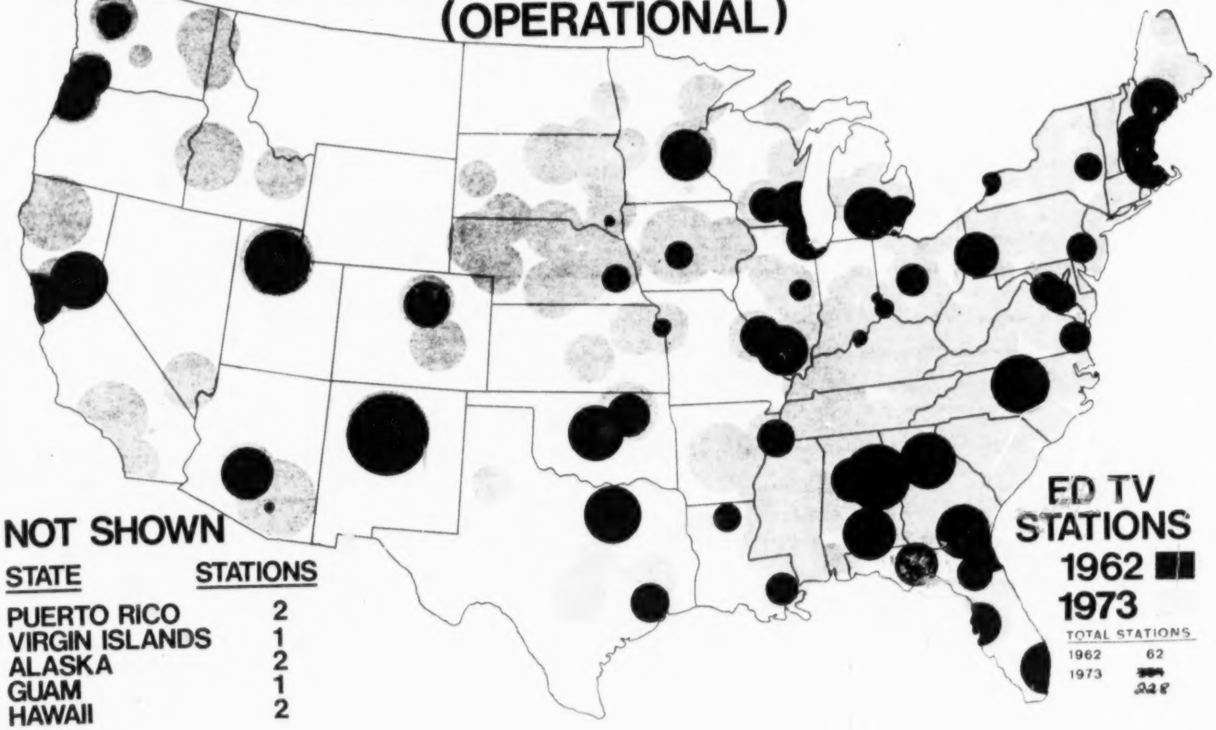
[3] Net of miscellaneous income of $10,684.

[4] Includes property, plant and equipment of $1,313,028.

SCHEDULE OF DEPARTMENTAL EXPENSES FOR THE YEAR ENDED JUNE 30, 1972

	General and administrative	Network operations	Program	Planning and research	Public information	Total
Salaries and wages	$331,305	$576,318	$231,838	$44,336	$165,169	$1,348,966
Employee benefits	80,494	125,682	48,640	9,246	34,225	298,287
Employee travel and other	86,036	115,774	61,715	5,074	19,601	288,200
Postage, materials and mailing	81,461	76,722	5,242	1,140	80,005	244,570
Telephone and wire services	66,083	21,701	1,495		2,386	91,665
Outside and professional services	95,166	220,297	76,172		213,101	604,736
Advertising					1,072,683	1,072,683
Occupancy	132,480				4,370	136,850
Equipment rental and maintenance	10,003	2,739	41		180	12,963
Supplies	51,306	366,620	3,199	91	7,664	428,880
Dues and subscriptions	4,447	3,509	475	4,863	2,348	15,642
Network communications		346,480				346,480
Distribution of public affairs specials		7,434				7,434
Network interconnection		2,232,490				2,232,490
Network origination		476,921				476,921
Time zone delays		515,546				515,546
Tape duplication and distribution		883,387				883,387
Program review and program rights			111,078			111,078
Miscellaneous	12,735	865	54,125	284	24,425	92,434
Public Television Library expenses						97,836
Total	951,516	5,972,485	594,020	65,034	1,626,157	9,307,048

LOCATION OF EDUCATIONAL TELEVISION STATIONS (OPERATIONAL)


ED TV STATIONS
1962 ■
1973
TOTAL STATIONS
1962 62
1973 ~~[illegible]~~ 228

NOT SHOWN

STATE	STATIONS
PUERTO RICO	2
VIRGIN ISLANDS	1
ALASKA	2
GUAM	1
HAWAII	2

PUBLIC BROADCASTING SERVICE

I. INTRODUCTION

The Public Broadcasting Service (PBS) is one of several independent but interrelated entities in the national public television system responsible in some way for programming. This memorandum attempts to provide some insight into the manner in which PBS has operated in the programming area.

The public television system consists of three separate and distinct elements: the Corporation for Public Broadcasting (CPB), PBS and the 142 noncommercial, educational television station licensees (stations).[1] The stations are responsible for producing almost all of the programs distributed by PBS. These elements are combined into an operating structure which was initially designed to insure both the maximum independence of the stations in the selection and presentation of programs, as mandated by the Federal Communications Commission through the doctrine of licensee responsibility, and the maximum autonomy of the program producers in the development and production of programs. The effort to maintain this largely decentralized structure for public television, notwithstanding its inherent in efficiencies and problems, is derived both from the language of the Public Broadcasting Act of 1967 and the historical evolution of the industry. That Act, which had its genesis in the Report of the Carnegie Commission on Educational Television, created the Corporation for Public Broadcasting (CPB). Under the Act, CPB is charged with "facilitating" and "assisting" the growth and development of public television, both on the local and national level, primarily through the mechanism of grants for program production, interconnection systems, and a broad range of other functions related to the needs of public television. In accordance with that mandate, CPB provides funds to PBS for the distribution of national programs and to individual stations for the production of local and national programs and for general support. PBS's primary function in the system is the selection, scheduling, and distribution of programs to the stations. The programming distributed by PBS is designed to supplement local program schedules by providing programs of more than local or regional scope and significance. Each station is free to accept or reject any program distributed by PBS; and it may broadcast any program at such time—limited by broadcast rights obtained from program talent—as the station believes best suits the needs of its community and the demands of its schedule.

PBS obtains virtually all of its programs from stations. Although the majority of the programs have come from 10 stations, the PBS schedule for fiscal 1972 contained programs produced by 41 stations, 30% of all of the stations. Appendix A gives a comprehensive breakdown of the source of PBS programming and the funding responsible for those programs in fiscal 1972.

While both the major producing stations and PBS receive a substantial portion of their operating revenues in the form of grants from CPB, neither PBS nor the stations are subsidiaries or affiliates of CPB; nor indeed are the producing stations subsidiaries or affiliates of PBS. CPB, PBS, and the licensees are all independent entities, with non-interlocking boards of directors, each serving a different though interrelated function in the programming operation of the public television system.

II. THE ORGANIZATION OF THE PUBLIC BROADCASTING SERVICE

PBS is a nonprofit membership organization incorporated under the District of Columbia Nonprofit Corporation Act. It was organized in November, 1969, by the Corporation for Public Broadcasting, The National Educational Television and Radio Center, now a division of the Educational Broadcasting Corporation, licensee of WNET, and the public television stations with a mandate to provide a national program service and interconnection system for the use of the stations. At present, the 142 stations which receive programming from PBS constitute the PBS membership. Any noncommercial educational television station licensee is eligible to become a Station Member. PBS's Board of Directors presently consists of 19 individuals, 12 are representatives of the station members, 6 are representatives of the general public, and 1 is the President of PBS.

---

[1] Three major national production agencies are not stations—NPACT (soon to merge with WETA); Children's Television Workshop; and Family Communications, Inc. They will be treated as stations.

The By-Laws provide an elaborate procedure for the election of Station Directors which is designed to insure that stations serving communities of all sizes are represented on the Board while at the same time insuring that the Board's composition bears an approximate relationship to the potential audience served by the member stations. Specifically, the By-Laws divide station members of PBS into six groups according to the size of the population served by them. The first two groups of stations serving the largest populations elect three directors each, the second two groups of stations serving the next largest populations elect two directors each, and the two groups of stations serving the smallest populations elect one director each. The By-Laws also require that at least one member of the Board must be a representative of a major producing station, as defined from time to time by the Board of Directors.

III. PBS PROGRAMMING OPERATIONS

A. GENERAL

PBS's primary function is to serve as the agent for its member stations in selecting, scheduling, and distributing programs to the stations. Distribution of programs obtained by PBS is effected either by use of dedicated microwave interconnection facilities obtained on a common carrier basis from AT&T or by means of videotape shipped from station to station. At present, there are approximately 83 station members who are interconnected by AT&T. New stations are to be interconnected as additional funds are available to meet AT&T's staff costs and construction of the microwave facilities are completed. Until such time, stations not now a part of the interconnection system will continue to receive programs either by videotape, off-the-air from stations which are connected to the system, or through state networks.

PBS obtains its programs for national distribution primarily from ten major producing stations, although any station member may submit programs for PBS's consideration for national distribution. Programs supplied by stations include not only programs produced by them but also programs, such as MASTERPIECE THEATRE, acquired by them. Funding is obtained by the local stations from CPB; from local, state, or Federal agencies; from foundations, such as the Ford Foundation; or from commercial corporations. PBS makes recommendations to CPB with respect to the funding of proposed programs or program series for national distribution, and with respect to the provision of funds for additional rights and step-up charges for completed programs where the original rights were obtained only for the local broadcast. These recommendations are not binding upon CPB.

Once CPB executes its funding decisions, PBS works with the stations to develop a schedule for distribution and to see to it that programs are delivered on time for broadcast. PBS then reviews the completed programs for compliance with various legal requirements and for compliance with the system's Journalism and Standards and Practices documents. PBS has the right to demand an alternate version of a program with difficult taste problems, and it has the right to drop from the regular schedule a program that does not comply with the system's standards. PBS is obligated, however, to distribute all such programs off schedule, unless it would be illegal to do so. PBS then systematically reviews and evaluates its programs in order to make scheduling adjustments and to make recommendations with regard to future funding.

B. PROGRAM OBJECTIVES, DEVELOPMENT AND SCHEDULING

1. Program Objectives for the National Service

Under the Public Broadcasting Act of 1967, public television is charged with the development and distribution of high quality programming, from diverse sources, responsive to the interests of the people both in their particular localities and throughout the United States. In view of that mandate, PBS has attempted to mold a unified national program service which will serve diverse audiences throughout the United States while preserving the greatest autonomy and responsibility of the various entities making up the public broadcasting system. That process has involved combining programming from a variety of separate, independent producing stations into a single, balanced national program service which is responsive to the diverse needs of the local stations and their audiences. These objectives had to be achieved within the limitations of funds available for the production and distribution of national programming, and within the limitations on the available time in which to distribute that programming.

PBS has operated during the past two years on the basis of seven premises. First, the national service attempts to provide programming for virtually everyone in the potential audience, but on a cumulative basis. PBS has not attempted to reach a huge share of the audience with any given program, but rather to provide programs to meet the needs of each of the individual segments of that audience. Second, the national service concentrates on providing programming of the significance, quality, and types not likely to be available to or to be producible locally by the stations, such as major international acquisitions, coverage of national or international public affairs, outstanding performances, and programming which provides special services or reaches defined target audiences where the production costs are proportionally high. By concentrating on programs of this type, PBS frees the stations with their limited resources to concentrate on local community service programming without weakening their overall service.

Fourth, the national service schedules its programming so as to develop as much public interest and awareness in public television and its programs as possible. In accordance with that goal, the scheduling is done in a manner to permit occasional viewers to watch individual programs which interest them. Fifth, the national service should develop an effective method of evaluation, with input from a variety of sources to help define programming needs and to work with various program producers to meet them. Sixth, the national service should encourage wide diversity of production throughout the system, increasing access to national distribution as much as possible without sacrificing program quality. And seventh, the national service should seek to develop audience response to good television programming in hopes that audience expectation will build pressure to upgrade the total variety and quality of television programming available to the public.

PBS believes that it has been largely successful over the past two years in its efforts to operate pursuant to these premises and that public television has achieved a significant degree of audience acceptance. In light of that growth and impact, the PBS Board of Directors recently adopted a Statement of Program Objectives for the National Service. That Statement establishes general objectives of the national service beyond those contained in the premises set out above. The objectives set forth in that Statement were adopted after consultations with member stations, viewers, programs producers, and others. They are designed to insure that public television adequately ascertains the needs of the various diverse elements in our society and provides a coordinated national and local program service which meets those needs.

Specifically, those general objectives provide:

First, that public television should reflect American life across its whole spectrum, interrelating the aspirations, desires, successes, shortcomings, problems and possible solutions to the various facets of major issues, local, national and international, which confront the American public.

Second, greater audience involvement and participation in the program process both in terms of programming content and planning should be encouraged. Public television should focus on the human dimension of problems as well as their institutional implications and programming should enable the viewer to relate to the program on his own terms. In addition, achievement of this objective requires that public television attempt to obtain greater audience feedback in the program development process and in the programs themselves and increase coordination between public television and other media.

Third, public television should try to identify and concentrate over a long period of time on issues of significance and to offer multi-dimensional investigations of possible solutions rather than concentrating on issues which are "hot". Towards that end, greater efforts should be devoted to systemwide research to aid local and national program producers to identify and deal with these issues.

Fourth, a broad range of program types, formats, and subjects should be offered the local stations. The national service should offer more programming than a station is likely to choose, dividing the service into comprehensive classifications for station use as its needs dictate. Additional and supplemental services, such as repeats and weekend operations, should be made available to help stations economize on mechanical program costs, freeing funds and efforts to provide local services.

Fifth, programming should continue to provide service and information to discrete audiences. Distinct groups within the population whether defined by age, experience, need, or common problems, should have programming which helps them relate to one another and to our society as a whole. This programming must be both national and local, letting the local station develop the mix most relevant to its community and the community's awareness of its achievements, needs and aspirations.

Sixth, procedures and funds should be available to allow really creative development and experimentation. Although experimentation will undoubtedly result in some failures, public television must be able to afford failure, psychologically and economically, if it is to offer leadership in the medium.

Finally, the process of instructional programming and general audience programs should be as closely related as possible. Curricula should be designed to help schools and continuing education projects use the impressively broad resources of the public television system in their more structured efforts at education. Viewer involvement and intermedia creativity are acquired to make this function properly.

PBS recognizes that achievement of these goals will require substantial readjustment and cooperation between the various entities which make up public television. However, it believes that those adjustments can be made and will produce a superior program service, more closely attuned to the needs of its viewers.

2. *Submission of Programs and Program Proposals*

With the basic program objectives in mind, PBS and the producers meet on a periodic basis to map out the design of each new programming season. Needless to say, there are numerous informal conversations between CPB/PBS and the producers; the formal submission procedures, however, work as follows.

All stations wishing to produce for national distribution submit programs to PBS for consideration. The major producing stations generally submit programs for consideration at the proposal stage while the other stations submit both proposals and completed programs. Program proposals are generally submitted with the view towards obtaining either PBS's recommendation to CPB that the program be funded, or an indication of PBS's interest in the program proposal as a basis for securing funding from other sources. Completed programs are generally submitted solely for the purpose of securing national distribution.[2]

Both program proposals and completed programs are reviewed by the Program Offerings Section of PBS's Programming Department. That section is headed by the Assistant Coordinator of Programming for Production Liaison and includes a Project Assistant for Program Proposals and a Program Assistant for Program Offerings. The section reports directly to the Associate Coordinator of Programming, and all final determinations of whether any program proposal or completed program will be accepted by PBS for national distribution includes a review of the submission by the Associate Coordinator of Programming, the Public Affairs Coordinator (in the case of public affairs programs), and/or the Coordinator of Programming.

a. Proposals

Program proposals are submitted simultaneously to PBS Programming and CPB. PBS's evaluation of program proposals involves a three step process: initial proposal review, evaluation of the proposal in relation to the needs of the overall programming service, and a final recommendation. The initial review process consists of both the checking of submission form to insure that all the information needed for an evaluation of the proposal is available and the preparation of an abstract of the proposal. When necessary, additional information is requested from the station or the production center submitting the proposal. The abstract outlines the proposed program's content, talent, costs, and any other special information offered by the station or production center. The abstract is distributed to PBS's programming staff and, for informational purposes, to CPB's and PBS's executive staff.

(1) *Evaluation Criteria.*—Program proposals are evaluated for national distribution using four basic criteria: (1) relationship to known needs in providing quality, range and balance to the service offered stations; (2) cost-benefit of the program proposed in terms of other programs available; (3) originality; and (4) experience and capacity of the producing station and program staff. No precise

---

[2] CPB will not reimburse stations for the cost of producing completed programs.

formula exists by which these criteria are weighed; rather programs are evaluated with a view towards the most efficient use of the limited amount of funds for national programming and the time available for distribution in order to provide as broad a range of national program offerings to meet the identified programming needs of the stations. Included in this equation is the program's delivery schedule in relation to the national program schedule and program needs.

At present, PBS uses five categories for classifying programs. In its quarterly program managers' poll, PBS asks the station's view of how much and what type of programming they desire in each category. These include public affairs; cultural—the arts, cultural—human relations, cultural—sports and recreation; and educative—informal. These categories are not frozen, but are the result of continuous revision to better determine the system's needs as PBS gains experience in the difficult process of evaluation. PBS attempts to get a balanced mix of programs in each of these categories in its total programming service. Thus, proposals which provide programming in categories less well served have a higher intrinsic value than proposals dealing with programming for which PBS presently has a broad and high quality service. Similarly, an effort is made to yield the highest total return from the limited national production funds without sacrificing quality. Thus, evaluation of the program includes consideration of the scale of production demanded and the cost of the operation in light of other proposals of similar production techniques and goals in the service. Thorough budget reviews are conducted by PBS, often in conjunction with the proposing agency, to assure that the production costs can yield the best possible program result at the least cost.

In addition to these two criteria, PBS also considers the originality of the proposal and the experience and capacity of the producing station and program staff. The originality of the proposal is considered both in terms of the subject matter when compared to the total offering of other producing stations, and in terms of production approach, content design or station support. Finally, proposing stations must be able to demonstrate, through previous local, regional and/or national programming efforts, that they can convert the proposal into a program of high quality. Frequently, proposing agencies will be asked to submit for review a previous production. Inclusion of this criterion insures that PBS will not face scheduling problems which will adversely effect its service to the stations.

(2) *Recommendations.*—After the conclusion of the evaluation process, PBS's recommendations would include either: (1) that the proposal be funded for use within a specific time on PBS, (2) that the proposal be funded for further program development, (3) that the proposal be held for later consideration, or (4) that the proposal be returned to the production agency with the reasons why it is not considered appropriate for national distribution. The first three recommendations indicate a definite interest on the part of PBS in the program idea. The first recommendation indicates a desire to secure the program for use at some definite time. The second recommendation indicates that PBS is interested in the program, but believes that further development of the program is necessary to insure either the feasibility of the program idea or the capacity of the submitting agency to bring it to fruition. The third recommendation indicates that PBS is generally interested in the program, but is not willing, at that time, to make definite commitment as to its use. This may result from a variety of circumstances, including the fact that the proposal was made at a time when other program needs or requirements for balance make the given proposal hard to schedule. In such cases, PBS may request holding a proposal without formal commitment to production until the longer-range needs of the service are better defined. The fourth recommendation indicates only PBS Programming's judgment on the value of the program for inclusion in the national service in the foreseeable future and does not represent a final rejection of the program idea or production concept. It does not preclude a decision by CPB to fund the program for local or regional use.

The second recommendation, that funds be granted for further program development, has been made feasible by CPB's creation of a Program Development Fund. That fund was established in response to the need of both PBS and the producing stations for funds which would enable further development of program ideas beyond the proposal stage before commitments are made for production and use. Where PBS has a definite interest in a program proposal, this fund is available for grants for either the development of the proposal to a script or detailed treatment stage or the preparation of a pilot program, or both. The decision whether to recommend a grant for development of the program or production of a pilot involves numerous factors including the originality of the idea, the availability of talent, and the experience of the producing station. Where a development grant is made, the funds are used for fleshing out the proposal, lining up the necessary talent, development of specific program formats and generally completing the initial preparation of the program proposal short of actual production.

Where a grant is made for development of the program proposal, PBS will again review the proposal before recommending to CPB that a grant be made for the preparation of a pilot. After completion of the pilot, the pilot is reviewed and a decision made whether to recommend that the proposal be funded for full production. The process enables PBS and CPB at the national level, and the producing station, to gain a fuller idea of the problems, potential and cost of the program before either CPB or PBS themselves commit to its production or use. This can avoid committing a producing station to the production of a program which is not feasible from a production standpoint, is too expensive, or is beyond the station's production capacity. Both PBS and the producing station work together during these program development stages to insure the feasibility of the program both in terms of meeting of system needs and of actual production requirements.

On occasion, PBS sees the need for programming which resembles a submitted proposal but which would require modification of the proposed idea in some way. In this case, PBS may discuss its needs with the producing station to ascertain the station's interest in modifying the proposal. Also, when two or more similar program ideas come in, particularly when they are on a timely subject, PBS may attempt to ascertain if a cooperative effort between the producing stations might yield a single program better than from competing proposals.

Normal consideration of proposals, not involving subject matter considered timely, should take approximately two months. An extension of that time is sometimes necessary when special efforts are required to gather additional data, request prior productions, or hold budget consultations. Timely proposals, on the other hand, are dealt with on a priority basis.

PBS's recommendation will not necessarily consider the availability of CPB funds for production proposals. A program series which is of great interest to PBS, but for which no funds are available for production in the normal CPB budget, may be recommended for funding by PBS in the hope that CPB or the station may find an underwriter or CPB may be able to fund the proposal from a subsequent budget.

(3) *Informal Evaluation.*—Producing agencies which wish to discuss a program idea without preparing a full proposal may submit those ideas to the Programming Department for an initial reaction. This informal procedure may help to eliminate those ideas for which PBS knows it has little interest based on national service needs, or for which duplicate programs may already be proposed or in production. In any event, an affirmative or negative reaction is not intended as a firm indication that the proposed program or series would or would not be recommended for funding. This route is frequently taken by production centers or stations when they believe they can secure outside underwriting for a particular program or series.

b. Completed Programs

Completed programs submitted for consideration by PBS for national distribution are evaluated in substantially the same manner as program proposals. First, the program is described on the PBS Program Submission Form. This form is submitted simultaneously to PBS for national interconnected distribution and to the Public Television Library (PTL) for library distribution. PTL is a national library of noncommercial television programs whch may be borrowed by the stations for local use. The submitting station normally designates whether the submission is primarily for national PBS distribution or for PTL, although PBS may, upon review of the program, request its use for national distribution.

Upon receipt of the PBS Submission Form, an abstract of the program is prepared and the Submission Form is reviewed to insure that the information necessary for a full evaluation of the program is included. Additional information is requested from the submitting agency when necessary. The abstract is circulated in the same manner as the program proposal. If a program appears to offer breadth and quality to the overall national service, which meets known program needs, or which demonstrates originality of concept, the tape or film will be called in for screening and technical evaluation by PBS Programming. PBS Programming will try to screen all programs of not clearly local interest or duplicative of ongoing programming. Screened programs are evaluated in terms of their filling needs identified in the service, of originality of concept and production technique, and of production values and technical quality.

Upon screening and evaluation, PBS may request (1) that the producing agency officially offer the program for inclusion in the PBS national service, (2) that the production agency officially offer the program to PBS for use in either the national schedule or for closed circuit distribution for station shelf programming, or anywhere alse that quality programming is required on a non-scheduled basis, (3) that the producing agency allow PBS to defer final decision on the offering over a specified period of time, to be determined in consultation with the producing agency, until a clear definition of long-range needs of the system can be developed, or (4) that the producing agency allow the Public Television Library to consider the program in their normal process prior to returning the tape or film to the producing agency.

The determination of whether a program will be selected for PBS national distribution or for PTL use is made on the basis of its timeliness, its balance with the needs of the interconnection system and the inventory of the library, and its general or special audience appeal. Programs are generally chosen for PBS national distribution where they are timely, provided balance to the interconnection schedule and have a general audience appeal or appeal to a defined audience identified as a valuable target for national programming. Programs considered for PTL use are evaluated independently by the Library Selection Committee (composed of program managers of member stations, and outside PBS Programming Department procedures—although the Library Selection Committee and PBS Programming meet periodically to review program submission and discuss procedures.

Normal consideration of these program offerings should take approximately two months, except that more timely programs are dealt with on a priority basis. Programs which require the payment of additional rights fees or step-up charges before they can be broadcast nationally may be submitted to the PBS programming Department for consideration for funding from the limited monies available for this purpose.

3. The Development of PBS Program Services

Underlying all of the activities involved in the proposal and submission stages of the programming process is the concern for developing a useful national program service.

Beginning in the fall of 1972, PBS will divide its program service into three categories of programs: The basic scheduled service (Category 1); additional program service (Category 2); and station services (Category 3). The basic scheduled service, Category 1, will consist of approximately 25 hours per week of programming, including 10 hours of day-time children's programming. This service will provide a balanced mix of program types and styles.

Category 1 service is further subdivided into two parts, Category 1A and Category 1B. Category 1A will consist of approximately 10 hours of weekly evening service, plus occasional special events. Individual programs in this category are likely to receive national promotion, perhaps with the day of feed identified. It is hoped that stations who choose to broadcast these programs will carry them on that day, if not at the actual time of feed, although they will not be required or even pressured or do either. Material for the local promotion of these programs will aso be provided to stations by PBS.

Category 1B programs consist of approximately 15 hours of program service, including the daytime children's programs. The series within this category are expected to receive national promotion, but individual programs will only occasionally receive such promotion. Thus, except in unusual circumstances where the timeliness of the programs require otherwise, there will be no special promotional value in carrying these programs on the day of feed. Stations will be notified in advance of timely programs within the series in order to permit them to fit them into their schedule if they so desire. PBS will provide materials for local promotion of the programs in this category.

The additional program service, Category 2, will consist of both occasional special programs and series. Little or no national promotion will be provided for these programs; although materials for local promotion will be made available;

accordingly, there will be little promotional value in carriage on day of distribution. The amount of programming in this category will vary from quarter to quarter depending on the number of programs and series which become available. The PBS Board of Directors has placed a guideline of no more than an average of five hours per week of this programming. This service will not necessarily be balanced as to program type or style; and as a result, without judicious use of the programs distributed, stations carrying the full service may find themselves with an overbalance of one type of program within their schedule.

Category 3 programming is a service to stations. That service will include previews, either for flagged programs or press screening; feeds of local station production for the purope of sharing the techniques and innovations of member stations with other member stations (so-called "FYI Feeds"); shelf programming to be recorded by the stations and held by standby use; closed circuit dissemination of intra-PTV information; and regional network programs. The amount of time devoted to these services will vary from quarter to quarter, but at least eleven hours (two hours per weekday and one weeknight hour) per week is the minimum service.

Local stations are free to accept or reject any program transmitted by PBS, regardless of whether it is distributed on a regularly scheduled basis or otherwise. Further, they are free to reschedule any program they choose to carry, within the limitation of rights obtained and granted by the producing station. Under CPB's Policy on National Program Use, these rights generally authorize the local stations to broadcast programs any number of times within a seven-day period following initial broadcast, although in some cases, when the necessary rights cannot be obtained, a shorter period may be specified. The rights with respect to shelf programming are broader and generally authorize the unlimited use of the program within a calendar year. While the broadcast rights of local stations authorize them to schedule and broadcast PBS's programs at their discretion, only 35% of PBS's member stations have the capacity to tape and rebroadcast *in color*, and as a result most of these stations broadcast the regularly scheduled programs when they are transmitted by PBS. Indeed, many of those stations with the capacity to tape and rebroadcast in color carry PBS programming at the time of transmission in order to save the taping costs. This unfortunate lack of adequate facilities remains a major reason why stations continue to press for an effective real-time national distribution.

The local stations may also cut or edit programs with PBS's consent. Consent of the producing station must also be obtained where it is required by the contract between PBS and the producing station. PBS's consent may not be unreasonably withheld and it must use its best efforts to obtain the consent of the producing station where required. Historically, PBS and producer approval to edit and cut has rarely been withheld. In addition, stations may, without PBS's consent, cut or edit any program not previwed at least 48 hours before transmission, where the station believes such cutting or editing is required to comply with any federal, state or local law. At a recent meeting of the PBS membership, the members rejected a recommendation of the Board of Directors that stations be given broader authority to cut and edit programming without prior PBS consent. Moreover, in certain situations, PBS offers stations a choice between an edited and unedited version of a particular program which contains material which it feels may cause problems to a substantial number of stations.

C. PREBROADCAST REVIEW OF COMPLETED PROGRAMS

Bearing in mind the stations' desire to have at their disposal a national program service that can be used real-time if they choose, a service that will not in and of itself cause them legal problems, and that will provide a balanced mix of programs, the PBS Programming Department creates—with the advice of the stations and the PBS Board—a national schedule. Once this schedule has been developed, PBS is then responsible to see to it that completed programs are not only delivered in time for review and distribution but comply with certain PBS programming standards. The following briefly describes these standards and explains the review procedures and alternatives available to PBS where a completed program may not comply.

1. Basic Policy Guidelines

The public television system is unique among broadcasting systems. Rather than operating under a centralized program production concept, public television operates with programming obtained from independent stations each of which make its own decision concerning the programs which it chooses to make and the standards of taste and journalism to which it will adhere. In addition, the system has been dedicated not only to this diversity in program production but also to preserving the maximum independence of the local station to determine the programming which it will ultimately broadcast. Thus, individual stations are given far broader discretion to schedule, cut, edit, and revise programs than is typical of the commercial station.

Mindful of the requirement to promote diversity in program production and independence in program selection, PBS has adopted Statements on both program and journalism standards designed to provide a framework within which producers are indeed free to produce while at the same time assuring that the resulting programming will be acceptable to a substantial portion of the local stations. Both Statements were adopted in response to the request of the PBS station members and in consultation with those stations and numerous other experts both within and without the system. Indeed, the Statement on Journalism Sandards was drafted by a panel consisting of leading journalists outside the public television system, representatives of program production entities and of local station members and was chaired by Elie Abel, Dean of Columbia University's School of Journalism. That proposal was adopted, with some modification, by PBS's Board of Directors after a full and careful study of the standards and policies of the major television systems both here and abroad.

It should be noted that neither Statement constitutes a code of practice or of permissible program matter. Instead the Statements provide a general framework within which the program producers are to operate. Any actual codes of operation are the product of the individual production entities. Both PBS Statements are reviewed annually by the staff and the Board of Directors of PBS to insure their suitability to the system and to the goals of public television.

a. Statement on Program Standards

As indicated above, the Statement on Program Standards is not a code of practices such as the NAB Code which specially prohibits certain types of program matter, but instead sets forth a framework or process through which various agencies within the system can develop procedures for dealing with questions of taste. In general, the Statement is designed to provide guidance (1) to the PBS staff in the operation of the distribution system, (2) to the producing agencies in their own production procedures and as to PBS policies, and (3) to the member stations as to procedures used nationally and for assistance in coordinating their own procedures with those of PBS. PBS's role, pursuant to the Statement, is that of a coordinator working with the production agencies and not of a censor of their programming. The delicate balance between coordinator and censor is maintained by the PBS policy, strongly supported by its station members, to distribute in some fashion all programs produced with CPB funding and any program proposal accepted by PBS, regardless of PBS's view of the acceptability of the program's content so long as not illegal. Where PBS believes that material is included in a program which is inconsistent with the Statement on Program and/or Journalism Standards and which may present problems to the local public television stations, it may forewarn the local stations of the possibility that material contained in the program may be potentially troublesome to some local audiences and preview the program; request that an edited version be prepared where feasible or, where the problem is severe enough, remove the program from the regular schedule and distribute it on a closed-circuit basis for taping and rebroadcast by the local station at its discretion. The Statement on Program Standards does not authorize PBS to refuse to distribute any program unless the program violates a law.

Basically, the Statement provides that the primary responsibility for program content must rest with the program producer. However, the Statement also provides that the producing station must recognize that it is operating in a nationwide system serving diverse areas and audiences with differing view as to the acceptability of certain program content. Accordingly, accommodations must be reached between the producer and the local station's view of acceptable taste; for while it is clear that the most timid local station should not be able to force his view of acceptable program content on the producer and on less timid stations, neither should any local station be faced with a quantity of programs which it believes is unacceptable to its audience. Thus, the Statement provides for the cooperation of PBS, as agent of the local stations, and the program producer where matters of program content touch on questions of taste. In those circumstances, the Statement seeks to achieve a close working relationship between PBS and the program producer so that PBS is aware, prior to the programs ultimate submission for distribution, of possible problems in the area of taste.

The Statement *requires* that producers adhere strictly to the requirements of the Communications Act and the Fairness Doctrine. For though the local station remains ultimately responsible for adherence to those requirements, as a practical matter they rely, and should be entitled to rely, on those producing national programs to insure that those requirements are met. Similarly, the Statement also provides that program content of questionable taste should be avoided where not required by a valid purpose of the program.

In order to strike a balance between the need to provide programming for diverse audiences with differing standards of tastes and the need to provide programs which will be acceptable to a substantial portion of the system, the Statement provides that, where feasible, alternative verions of programs or program segments which involve matters of questionable taste should be produced, or that local stations should be given authority to edit programming which raises these problems. Finally, the Statement provides where the program is clearly designed for an adult audience, the program may be framed with a warning to that effect so that local viewers may exercise an independent decision whether or not to watch the program.

b. Statement of Journalism Standards and Guidelines

As is the case with the Statement on Program Content, the Statement on Journalism Standards and Guidelines is not a formal code defining permissible and impermissible program content or techniques; instead it establishes general goals to be achieved by the national public television system and sets forth certain general guidelines to deal with the more sensitive and troublesome areas of broadcast journalism—areas which have engendered substantial controversy over the past few years. The actual operating rules by which producers of public affairs programming for public television are to be guided are, under the Statement, to be devised by the production agencies themselves. PBS insists that the program producer has adequate procedures to deal with the problems which face broadcast journalism, but leaves their actual resolution to the producing agency.

The PBS Statement on Journalism Standards and Guidelines is premised on the principle that public television must reflect the highest standards of courage, responsibility, integrity and taste. Freed from the cost constraints requiring mass audience appeal and charged with the obligation to serve many diverse audiences, public television must provide the most energetic, responsible, investigatory journalism that will treat, honestly and without oversimplification or resort to the safety of conventional wisdom, the tensions, disagreements and diversions which face our society. The Statement requires public television journalism to develop the formats needed to explore those subjects and to find ways to open the airwaves to increasingly sophisticated segments of the television audience which demand more participation in the broadcast process.

Specifically, the Standards require that public television journalism be fair, balanced and objective and that it afford access to views both inside and outside the existing consensus. These goals are not easy to achieve or define, and the Statement does not purport to make them so. However, they do call for public television journalism to eschew the oversimplification of complex issues and the camouflaging of straightforward truths, to be fair to the individuals with whom its programs deal, and to approach its task with honesty and unceasing efforts to recognize and represent the full range of views on important issues of the day both in the internal content of the program and in the overall range of programming. Moreover, the Statement's mandate of objectivity requires an unconditional allegiance to accuracy and permits no room for distortion by conscious manipulation of selected facts. Objectivity demands more than mere attention to detail and honest commitment to inquiry, but imposes the obligation to indicate trends and to identify conclusions that may emerge from the work. The Statement imposes the obligation on public television not to allow the sophisticated techniques of modern broadcast technology to become the master of the subject matter. Neither people nor ideas should be victimized by technical trickery.

The Statement contains specific guidelines dealing with four danger areas frequent in broadcast journalism. First, the Statement provides that public television should, to the extent possible, avoiding effecting, by the mere presence of camera crews or reporters, events which are being reported; in no circumstances, should public television producers be party to the staging of events. Second, editing and selection of material to be used in the actual program must remain faithful to both the tone and substance of the original. Questions and answers must not be edited or transposed so that the full meaning of a subject's remarks is distorted and splicing should be done in such a manner as to avoid creating sensationalism or creating a misleading version of what actually occurred. Third, public television should clearly distinguish between news and commentary. And, fourth, public television must avoid prejudicing criminal trials by excessive pre-trial publicity. Notwithstanding the establishment of these Standards and Guidelines, the Statement recognizes that ultimately the quality of programming must depend on the broadcasters' professionalism—his independence, his integrity, his sound judgment, and his common sense.

c. Other Major PBS Programming Policies

Aside from these general and broad policy documents touching on matters of fundamental importance to the operation of the public television system, PBS has also adopted specific policies that deal with the day-to-day operating problems of the system. These operating policies are also designed to strike a balance between the freedom of the local stations to select only those programs which they desire to broadcast and the independence of the program producer in the production of programs. Among the more important of these polices are those dealing with Section 315 and Fairness Doctrine questions. In addition, both PBS and CPB have detailed policies on program underwriting.

(1) *Procedure for Handling Section 315 Problems.*—Subject to certain exceptions, Section 315 of the Communications Act requires that where a legally qualified candidate for public office (or candidate for the nomination) is given an opportunity to use a broadcast facility, that candidate's opponents must be afforded an equal opportunity to use the broadcast facility. This obligation, commonly known as the "equal-time" requirement, is non-delegable and thus must be satisfied by each station regardless or whether the obligation is satisfied by PBS.

Under procedures adopted by PBS and the producing stations, the producing station is to notify PBS as soon as possible before scheduled distribution of a program that a candidate is appearing on the program. The notification is to include (a) the name of the candidate, (b) the primary or general election in which he is a candidate, (c) the name of the political party involved, (d) the office sought, including name, state, city or other jurisdiction and number of congressional district, if applicable, and (e) length of appearance in minutes and seconds. That notice is to be sent regardless of whether the appearance involves equal time obligations or falls within one of the exemptions to Section 315. Where a candidate for the Presidency or Vice Presidency appears in an exempt program, PBS notifies all stations of that fact. Similarly, where a federal, state or local candidate appears, PBS notifies the stations in the state or local community in which the candidate is running that he will be appearing on the program and whether the appearance is exempt or nonexempt. This notice is sent in sufficient time to permit the station to determine whether it wishes to run the program or to preempt the program for other fare. Where a candidate for President or Vice President appears in a non-exempt program, the agency which produced the program is responsible, resorting to its own budget and using only those times currently allocated to its series, to satisfy all equal time obligations. The local stations then need only carry the series in which the appearance occurred to insure that they meet the requirements of Section 315. Where other national and local candidates appear, the local station, should it determine to carry the program, must itself satisfy any equal time requirement. In the case of the appearance of any national and local candidate, however, PBS and the producing station will cooperate to provide alternative programming to those stations which choose not to carry the program in which the candidate appears. Where the appearance is not in a regularly scheduled program, PBS will notify the stations of which subsequent programs they should carry to satisfy Section 315.

(2) *PBS Policy on the Fairness Doctrine.*—The Fairness Doctrine is designed to promote the presentation of uninhibited, robust, and wide-open debate on issues of public importance. It requires that, where a program concerns a controversial issue of public importance, the broadcaster has an affirmative obliga-

tion to present responsible spokesman with contrasting viewpoints. This obligation does not require that each program broadcast must contain a balanced presentation of the various viewpoints on a given issue, but that the necessary balance must be struck over the entire range of a broadcaster's programming. The obligations imposed by the Fairness Doctrine, as is the case with the equal time obligations, may not be delegated by the broadcaster.

However, as is the case with the equal time obligations, the public television system has always operated under the assumption that PBS programming must satisfy the obligations of that Doctrine and that a local noncommercial television station should not be required, as a result of carrying PBS programming, to produce programming necessary to balance PBS program offerings. This policy resulted not only from the fact that the local stations do in fact rely on PBS to meet this requirement, and are entitled to so rely, but also as a result of Section 396(g)(1)(a) of the Public Broadcasting Act which requires that PBS insure strict adherence to objectivity and balance "in each program or series of programs"—an obligation which PBS and CPB have interpreted to be equivalent to the Fairness Doctrine. The question which remained unresolved until recently was how to apply this philosophy to the internal operations of the system, i.e., to which program unit the obligation would apply.

The PBS's Board of Directors, for internal purposes, has adopted a staff proposal, which had the approval of the producing stations in the system, requiring each producing organization itself to meet the obligations of the Fairness Doctrine within the context of its own output. It was felt that this policy best balanced the interest of the program producers in obtaining the maximum degree of freedom in the treatment of a subject while preserving the maximum degree of independence of the local station in selecting the programming they desired to broadcast without running the risk of assuming program production obligations in order to satisfy the requirements of the Fairness Doctrine.

Before adopting that policy, PBS considered employing as the appropriate program unit to which the requirement of balance would be imposed (1) the entire PBS program offerings, (2) the PBS scheduled service, (3) all programs treating a particular controversial issue of public importance, (4) the entire output of a given production center, (5) each program series (or individual program in the case of the program which is not part of a series) and (6) each program whether or not it was part of a series. It was the general consensus of both the PBS staff and the producing stations that requiring adherence to the Fairness Doctrine in each program would unduly stifle creative programming and would lead to bland and distorted "on the one hand . . . on the other hand" public affairs programming. Using a substantially broader program unit in which to achieve balance would undermine the flexibility of the local stations in choosing which programs it wishes to carry. It was felt that a station should not be required to carry programs from more than one producing agency in order to comply with the Fairness Doctrine. Thus, PBS determined to require adherence to the Fairness Doctrine in the output of a producing organization dealing with a particular controversial issue of public importance. By limiting the definition in that manner, PBS believes it will (1) facilitate the concentration by the producing organization on the subject matters treated in its programs and the fairness of the treatment, (2) permit flexibility in format dealing with various issues, and (3) create an incentive on management and producing organizations to seek balance from each producer in order to avoid requiring one producer to balance the work of another.

(3) *Policies on Underwriting.*—Both PBS and CPB have established detailed policies concerning the underwriting of programs. These policies are designed to insure that the rules and regulations of the Federal Communications Commission with respect to underwriting are strictly followed and to preclude the misuse of underwriting by commercial enterprises. CPB's Policy applies to all programming in the public television system funded by CPB, whether for national or local consumption; PBS's Policy applies to all programs for national distribution, whether or not funded by CPB.

CPB's Policy recognizes the utility and desirability of program underwriting by sources outside the public broadcasting system, but imposes certain limits on those who may underwrite certain programs and the nature of the credits which may be given in order to avoid abuses. Specifically, the Policy precludes the underwriting of a program by an organization having a direct and immediate interest in the content of the program. The Policy also requires that control over program content and scheduling must remain the exclusive province of CPB, the producing station, PBS, and the local licensee and no control of any kind over any of these matters may be exercised by any underwriter. Potential underwriters may be given the opportunity to view or audition already completed programs or to examine treatments, scripts and other advance materials with respect to programs that have not yet been produced, and may be informed of developments after an underwriting commitment has been made, but they may not participate in the program content, scheduling or any aspect of production.

The Policy also requires that credit be given to the underwriter, and provides that such credit must be consistent with the rules and regulations of the Federal Communications Commission. Further, the Policy limits the content of the announcement and its frequency to preclude commercialism and to minimize program interruption. It precludes giving underwriting credit to a division or subsidiary of a larger company unless the division or subsidiary in fact made the underwriting grant and authorizes giving credit to underwriters in collateral material, such as books, study guides, etc. It permits the underwriter to conduct advertising and other promotional campaigns, but requires that the integrity of public broadcasting not be compromised by the tone or content of the advertising. Such advertising may note that the program was funded or made possible by a grant from the underwriter, but it should avoid giving the impression that the underwriter had any control over the program content.

The PBS Policy on underwriting is concerned with problems relating to the distribution of programming rather than to the overall range of problems dealt with in CPB's policy. It requires that all programs made possible by an underwriting grant contain an announcement to that effect, even where the program was not funded by CPB. The policy also precludes stations from making any announcement which would give the impression that a PBS distributed program was provided to the station other than as a free service. Thus, a local station may not include an announcement that a PBS program has been made possible by any other entity than the underwriter of the cost of the production of the program.

2. *Program Delivery and Processing for Distribution*

a. General Background

The arrangements between PBS and the program producing stations for the production and delivery of programs for national distribution are largely governed by a detailed producer agreement.

Under the Agreement and existing practice, PBS is given exclusive American television broadcast rights to distribute programs produced by the producing stations to the minimum extent provided in CPB's Policy on National Program Use. That policy requires that the program be available for original national release by PBS and for three subsequent releases during the three-year period after the original release. The Policy defines a release as the right to the unlimited broadcast by a station of the program during the seven-day period after its initial broadcast. The Agreement also requires that the program meet PBS's technical standards, that it comply with various PBS and CPB policy statements, including the PBS Statement of Policy on Program Standards and the Document of Journalism Standards and Guidelines, and that it comply with the requirements of the Communications Act of 1934, as amended, and the rules and regulations of the Federal Communications Commission.

The Agreement obligates PBS to distribute the program or series. PBS is given the right to schedule the program, and where the producer fails to deliver the program on schedule, to reschedule it at a later time. The Agreement further provides that if there is a material or consistent failure by the producer to meet a delivery schedule, or to comply with the various policy statements, that failure will constitute a material breach of the Agreement and will give PBS the right to charge the producer an amount, not to exceed the cost of the nondelivered or late-delivered program, equal to the cost of replacing the program. That sanction, however, may only be imposed after the producer has had an opportunity for a hearing.[3]

---

[3] Where the sanction is imposed, the funds will be deposited in the Alternative Program Fund. This proposed Fund was to be created to give PBS the means to acquire alternative programs where a regularly scheduled program is not delivered, delivered late, or is removed from the regular schedule because of problems of taste or journalistic standards. Until now, PBS has had to rely on the station which failed to deliver the program or whose program was removed to supply a substitute or to attempt to obtain a substitute from another source. Creation of this fund, primed by an initial grant from CPB, will give PBS greater flexibility in acquiring substitute programming.

b. Scheduling Delivery of the Program to PBS

At present, the schedule for delivery of a program to PBS for national distribution is worked out between PBS's Associate Coordinator of Programming and the producing agency after the program has been accepted for distribution by PBS. Since the selection process itself includes consideration of the time when a proposed program will be available, that scheduling decision essentially is a formalization of the delivery schedule envisioned when the program proposal was accepted by PBS. It is not anticipated that this scheduling process will differ materially under the new agreement except that the delivery schedule will provide, where possible, for more lead time.

At present, non-timely programs are generally delivered three weeks prior to national distribution and timely programs are delivered as far in advance of distribution as possible. This schedule has proved to be extremely tight in terms of permitting PBS to process the program prior to distribution, and the PBS Board of Directors has adopted a staff proposal that additional lead time be required. The amount of lead time PBS can require is, of course, a function of the amount of lead time provided by the funding and program development process. As long as the system relies on annual spring appropriations, a balance must be struck between the time allocated for program production and the time necessary for PBS processing. PBS believes that the new schedule strikes that necessary balance, while also providing flexibility where needed.

Subject to arrangements between PBS and the program production agency, PBS has set as a goal the following: that non-timely programs be delivered 60 days before scheduled distribution, that the IPD information, which is a detailed outline of the program content, be delivered 90 days before distribution, and that transcripts for public affairs programs be delivered 75 days in advance of distribution. Programs dealing with a specific dated event would normally be delivered 30 days before scheduled distribution with IPD information delivered 45 days in advance. This schedule will give PBS the IPD and whatever further information PBS might request prior to the time the schedule is firmly locked up and the program itself would be delivered in time for station preview, if necessary, 21 to 30 days before distribution. Timely programs present a more pressing problem in terms of delivery as they frequently are of such a nature that they must be completed near to distribution time or lose their effectiveness. This is particularly true in the area of public affairs, where timeliness might dictate anything from a live broadcast to production only a day or two before distribution. In these cases, the proposed delivery schedule requires the submission of the IPD as soon as possible before the program is delivered and the submission of a transcript as soon as possible, but not later than ten days after broadcast.

At present, the Assistant Coordinator for Operations is charged with the responsibility of remaining in contact with the production agency to insure that the program is progressing on schedule. However, with the recent creation of the position of Public Affairs Coordinator the responsibility for following the production of public affairs program will be his. In the case of both public affairs and non-public affairs programs, any variations from scheduled delivery must be worked out with the Associate Coordinator of Programming. As indicated above, if the delivery schedule cannot be met, PBS has the right to reschedule the program to insure that the program will be available for review and distribution.

c. Screening and Review of Programs Prior to Distribution

All programming is screened by PBS programming staff for timing and content and by the technical staff for quality. The screeners are thoroughly briefed by the Associate or Assistant Coordinator of Programming and the General Counsel before they take up their duties and are familiar with the types of problems which might arise. Pertinent data on the content and timing of the programs are entered in the screening report forms, and these forms are delivered to the Assistant Coordinator for Operations. The Assistant Coordinator then reviews all screening reports. The screener is to notify her specifically of any problems which the screener has noted in the program. When the program is free of problems, it is distributed according to schedule. The great bulk of programs fit within this category and thus involves no further processing by PBS, aside from the physical act of distribution.

In those programs in which a problem is noted, the Assistant Coordinator determines the next step. Technical problems are usually resolved on the staff level between the technical staffs of PBS and the producing station; other problems may require the flagging of the program and scheduling it for preview or, if serious problems of program content or journalism standards are noted, referring the matter to senior level programming staff and where necessary, to the General Counsel. If the problem is with a public affairs program, it is referred to the Public Affairs Coordinator and, where necessary, to the General Counsel. If the program is to be previewed, a message is sent to the local stations concerning the program and as much lead time as possible is allowed.

Where a program problem is substantial, the respective members of PBS's staff will screen the program, and, where appropriate, may call in outside consultants. If the senior members of PBS's staff, feel a major problem persists, they will try to resolve the problem with their counterparts at the producing station. Problems of taste are handled in accordance with the procedures in the Statement of Policy on Program Standards and they may include flagging and preview, the preparation of alternate versions of programs, or permission for local station editing.

Where there are problems in journalism, the Public Affairs Coordinator and the General Counsel will be responsible for working with the producing station to resolve the issue. If possible, issues are resolved at this level and the program is then processed for distribution in the normal way.

If the problems, legal or journalistic, cannot easily be worked out at this level, the program is referred to the PBS President and General Manager for resolution. If the matter can be resolved at this level, the program will be distributed in the normal manner. However, if no resolution can be reached with the producer, it may exercise the option of withdrawing the program. If it does not wish to do so, PBS may exercise the choice not to distribute the program in its regular schedule and offer it instead off-schedule, after PBS has determined, by means of polling the stations, that some wish to use it. The polling procedure requires the station requesting the program to assume full responsibility for its broadcast. Action removing a program from the schedule can be taken only in consultation with the Operations Committee of the PBS Board. The producing station, having been notified of the decision to remove the program from the schedule, may appeal to the Operations Committee for reconsideration. If the Operations Committee upholds the staff's decision, the Coordinator of Programming or the Public Affairs Coordinator will prepare a full report of the matter to be filed with the PBS Board at its next meeting. At that time, PBS's staff will present to the Board its recommendation for any penalties to be applied for the material breach of the terms of the National Program Service Producers Agreement.

The responsibilities of the Public Affairs Coordinator, in addition to his specific program review functions, will include coordinating the public affairs activities of the system for PBS's Programming Department and advising PBS management and Board on issues arising in the context of public affairs. He is responsible for maintaining a day-to-day working relationship with the public affairs producers to assure both satisfactory compliance with PBS program and journalism standards. In addition, he works with the Public Affairs Monitor, a position in the office of General Counsel, to assure that the public affairs efforts in the system satisfy the requirements for balance and fairness and that its programming is satisfactorily dealing with the major issues of national importance in formats which best meet the needs of the audience. The Public Affairs Monitor is responsible for preparing a monthly report concerning the subject matter of public affairs programs, for keeping current information on guests and program producers and will work with the Public Affairs Coordinator to fill in gaps and satisfy needs as they occur.

The Public Affairs Coordinator is also responsible for working with the Coordinator of Programming and the General Counsel in evolving journalism procedures and will also be the primary liaison with the Public Affairs Evaluation Panel recently established by the Board of Directors. He will work with that Panel on the annual review of the Document on Journalism Standards and Guidelines. He is also to work with the Assistant Coordinator for Production Liaison to assure the efficient utilization of funds in the area of public affairs, both in terms of series and individual special programs offered by the service. He will be the prime contact for special offerings in public affairs and will advise the Associate Coordinator of Programming on their advisability for broadcast.

working with him to find air time if the format, budget, and significance of the program warrants. He will prepare an annual report on public affairs programming including how any problems have been handled.

The above describes the formal procedure for program review. Of course, where problems arise with a program, that fact is known by PBS management before it is formally referred to them for resolution. Further, many potential difficulties are informally caught and discussed between either the Public Affairs Coordinator or the Associate Coordinator of Programming and the producing station early enough in the production process to avoid recourse to the above procedures. However, should they occur, this formal process will guarantee a full review and evaluation of the program by PBS staff and also provide the producing station with recourse to an appeal in the case of the rejection of a program.

3. Review of Live Programs

In the case of live programs, or those with delivery schedules which do not allow predistribution screening, the programs are recorded off-the-air and screened the next day. Any problems in such programs can obviously be dealt with only after the fact, but they are nevertheless discussed with the producing station at the proper level and any remedial action or potential problems are worked out. Thus far there have been no major problems, but screening and review is necessary to assure overall understanding of the schedule and verification of its balance and fairness. A full report of all program problems is kept and reference to it is made in PBS evaluation of the production agency's record and recommendations for funding other programming.

D. PROGRAM EVALUATION AND DEVELOPMENT

Until this point, this memorandum dealt with the prebroadcast programming activities of PBS. The following is a brief description of PBS's post-broadcast programming activities.

In order to insure that the national programming serves the needs of the local stations and the many diverse audiences which public television is charged with serving, PBS has designed a comprehensive system for program evaluation. That system is presently in the process of implementation. Once fully operative it will provide for the views of audience, public television stations, major national program producing stations, outside observers, and the press. At present, procedures for implementing only the first three portions of the program are fully operative, and plans for implementing the remaining provisions are at various stages of development. In addition to serving as a means of evaluating existing programs, this system is also the device by which new programs for the system are developed, for not only does that system seek comments and criticisms of existing programs, but suggestions for additional programs as well.

1. Program Evaluation

a. Audience Data

Audience data is obtained from commercial survey firms, stations, viewer correspondence, press, and other outside sources. PBS has limited funds for audience surveys conducted by commercial survey firms. These funds, pooled with those available from CPB and the Ford Foundation, have enabled PBS to gain access to a package of services which gives it basic data on audience size and composition. This data is analyzed and interpreted by an outside consultant with the view towards ascertaining the viewing *trends* of public television audiences and is not used in precise terms as the basis for decisions on programming.

From time to time, data from special studies are made available to PBS, either from stations, national organizations, or other outside sources. This data is added to and compared with regular audience data in order to give PBS a better picture of audience response to national programming. Since many programs generate audience response—through letters and requests for transcripts and print materials—this data is included and analyzed and compared with regular audience and other available data to develop the clearest picture possible of viewer reaction, nationally and locally. PBS is presently conducting experiments with the view to making systematic the receipt of audience data obtained from the local public television stations. Under this experiment, several local stations provide PBS a daily report of telephone calls and a weekly mail count of responses to PBS programming. PBS will then attempt to define base levels of response to various program concepts and patterns of scheduling. Should this feedback process work, PBS will expand this aspect of its evaluation technique.

b. Station Data

In addition to audience data, PBS obtains data from its stations in four ways. First, local stations provide PBS with a weekly report indicating which PBS programs are carried and which are not. This data also includes information as to the programs which the local stations substitute for PBS programming, either on a permanent basis or as preemptions. This data serves two functions; it helps with the development of National audience data and it gives PBS a clearer idea of the type of programming, and broadcast time, preferred by stations. PBS also encourages the stations to include in those reports any special comments or suggestions which they might have concerning PBS programming. Second, a quarterly poll of program managers is held to provide information about the value and impact on the station level of current programming, information about programming needs still unmet by the national service, and impact of programming on the community. This information gives PBS a regular source of data not only of the evaluation of programming on the air but also of suggestions for new services. Third, after each of these quarterly reports is processed, a group of 8 to 12 program managers, representing a cross section of stations by community size, geography, and organization, is called together to discuss the results of the reports. These meetings are designed to provide insights into programming preferences and concerns of the local program managers. Although these meetings have proved successful, experience has indicated that the same results can be produced with three meetings (corresponding generally to the three seasons used for public broadcasting scheduling purposes; fall, winter-spring, and summer) and it is anticipated that the number of meetings will be reduced to three a year in the future. Finally, an annual poll of station managers is conducted by an outside agency. This poll covers not only programming, but also the overall experience of the station managers with the system. Any variations between the station managers' response and that of the program managers is noted and analyzed, but the primary purpose of this annual poll is to help you into clear overall perspective the programming process and its evaluation.

c. Data from Producing Stations

At present, meetings of the program managers of the stations producing for national distribution follow the meetings of the station program managers. All producing stations are included in these meetings. These meetings are designed to inform producers of station response to their programs, to provide constructive criticism of all programs presently on the service and to suggest new services. In addition to these meetings, PBS is attempting to work out procedures which will permit it to receive evaluations of both national and local programs from individual program producers. This evaluation technique is in the early developmental stage, and it is hoped that this process will permit an open and free exchange of criticism and ideas among the program producers. The Public Affairs Producers Conference is a recent example of this technique.

d. Outside Sources

In addition to these evaluation procedures which are more or less operative, PBS is planning to incorporate input from two additional sources in its program evaluation system. First, PBS is planning to establish panels of outside observers in each of the specific areas of programming to evaluate the PBS programming in its area. Under this proposal, the members of these panels would represent a range of backgrounds and experience and would provide PBS with a perspective on its programming from various points of view. Each panel would be composed of 6 to 12 persons and they would file a report on programming in the panel's respective field. Present plans envision annual meetings of these panels to review the overall output of public television in each of the panel's area. It is also hoped that individual members might also be able to sit in on quarterly meetings of program managers to add their insight to the discussions. To date, only a public affairs panel has been established. Second, a process of reviewing press reaction to PBS programming and of correlating that reaction with the other responses to PBS programming is proposed. This evaluation procedure is at an early stage of development.

In addition to serving as an evaluative tool, these evaluation procedures also serve as the means of generating new programs for the national service. Because of the diversified nature of the public television system, PBS does not assign programming ideas to production centers or to local stations for actual program production, nor does it contract with them to produce programs which it specifies. The initiative rests primarily with the producing station. PBS's role is primarily one of selection among the programs and program proposals submitted to it.

However, many ideas for new programs come through the evaluation process and PBS uses the process to encourage and stimulate producers' thinking. As indicated above, that process seeks not only an evaluation of the effectiveness of the present national programming, but also the needs which are unmet by existing programming. These needs are communicated to the stations in the quarterly poll reports and are communicated personally to program managers at meetings and in the many individual contacts the system provides. Aided by a view of the system's needs, by the station program managers' ideas for new programs, and by the areas the local stations are satisfied with, the potential program producers are provided with the necessary information to make intelligent decisions concerning their program proposals. The producing stations are free to select those program ideas or concepts which they are interested in working with and to develop program proposals for submission to PBS. This is not, of course, a sterile process in which PBS plays a totally passive role and the producing stations operate without communicating with PBS. Rather, there is a substantial interplay between the PBS programming staff and the stations concerning the development and submission of proposed programs and program series. Nonetheless, the initiative to undertake the production of a given program lies with the producing station, not with PBS.

The time between the meeting with producers or the actual submission of a program proposal, and the incorporation of the program in the national schedule varies with the nature and type of program proposed. A wholly new and innovative program may take a year or more from initial conception to its actual execution and delivery for scheduling, while a program of an established type dealing with a new subject area may take only a matter of a few months. Thus, the process of developing programs is a continual one running from one broadcast season to the next and, in some cases, from one year to the next.

The programming developed through this process forms the core of PBS's regular schedule of programs. To date, the bulk of this programming, consisting primarily of program series rather than individual programs, has been produced by the major national program producing stations, although efforts to diversify the sources of programming have succeeded in bringing more and more stations on to the national system. The programs are typically funded by CPB during the winter for distribution during the following fall, and thus programs available for fall distribution are largely set by the previous spring. The bulk of this programming is the product of the meeting with producers at which the previous fall's schedule was evaluated. Additional programs and program series, from both the major national producers and from other local stations, are funded throughout the remainder of the year. These programs are used to supplement the core of programming funded in the spring and to replace programs which are funded for productions of less than a normal season. The extent of funding during the spring is partly a function of the funds which CPB knows it can rely upon during the following fiscal year. Thus, the number of supplemental programs and program series funded during the remainder of the year varies both with the amount of funds CPB ultimately is awarded and with the accuracy of its prognosis. Hopefully, once a permanent funding program is established, this process will become more regularized.

APPENDIX A

FISCAL YEAR 1972—NATIONAL PROGRAMING HOURS AND NATIONAL DOLLARS[1] BY PRODUCING AGENCY

Producing agency	Hours distributed	Percent of total hours	National program (thousand)	Percent of national program
CTW	371.00	26.68	$2.000	$10.78
NET and WNET	305.00	21.93	7.740	41.72
WGBH, Boston	142.75	10.26	1.726	9.30
KCET, Los Angeles	101.00	7.26	1.803	9.72
FCI	98.00	7.05	.518	2.79
NPACT	88.55	6.37	3.000	16.17
KQED, San Francisco	68.25	4.91	.663	3.57
SECA	53.50	3.85	.748	4.03
WTTW, Chicago	42.00	3.02	.109	.59
EEN	27.00	1.94		
WETA, D.C	19.25	1.38	.096	.52
WQED, Pittsburgh	15.00	1.08	.066	.36
WMPB, Baltimore	12.00	.86	.011	.06
WGTV, Athens, Ga	4.50	.32		
KLRN, Austin	4.50	.32		
WQLN, Erie	4.00	.29		
WITF, Hershey	3.50	.25	.013	.07
Iowa network	3.50	.25		
WMUS, Milwaukee	2.50	.18		
WXXI, Rochester	2.50	.18		
WNYC, New York	2.00	.14	.002	.01
WHYY, Philadelphia	2.00	.14	.005	.03
KERA, Dallas	2.00	.14		
KUHT, Houston	1.50	.11		
New Hampshire network	1.50	.11		
WTVS, Detroit	1.50	.11		
KETC, St. Louis	1.50	.11		
Alabama network	1.00	.07	.0005	
KRMA, Denver	1.00	.07		
KUON, Lincoln	1.00	.07	.030	.16
WJCT, Jacksonville	1.00	.07	.002	.01
WCNY, Syracuse	1.00	.07		
Maine network	1.00	.07	.020	.11
KPBS, San Diego	.50	.04		
KVZK, Pago Pago	.50	.04		
WTIU, Bloomington	.50	.04		
WHA, Madison	.50	.04		
KHET, Honolulu	.50	.04		
KVIE, Sacramento	.50	.04		
WKPC, Louisville	.50	.04		
Other (independent)	1.00	.07		
Totals	1390.80	100	18.553	100

---

[1] Does not include local funds or underwriting.

PUBLIC BROADCASTING SERVICE INTERIM REPORT—PBS PROGRAMING EVALUATION PROCESS, 1971–72 AND 1972–73—MARCH 23, 1973

In October, 1971 PBS announced a multi-dimensional plan for the evaluation of national service programing. The plan contained five basic parts:

1. Audience Data
2. Member Station Feedback
3. Producing Agency Input
4. Outside Observer Evaluation
5. Press Reaction

During the fall of 1971 the Research and Evaluation Section of the Programing Department was created to work with other sections of the Department, with other PBS departments and with related outside agencies to implement the evaluation plan. In the first year and a half of the Section's work, despite severe limitations on its resources, substantial initial success has been achieved in all phases of the plan. Some of the original elements of the plan have changed—some have been eliminated; others have been expanded. This paper is a report on the various evaluation projects as they have evolved during the first year and a half, but it can also serve as a guide to the activities during this second year of the evaluation. Samples of most materials referred to are attached.

1. AUDIENCE DATA

During the first year three areas of audience data were developed:

(a) Regular measurement of program audience size, provided by commercial services.

(b) Special studies with and through stations.

(c) Creation of a major audience survey facility within public broadcasting.

(a) *Regular audience size measures*

Using the limited budget made possible by pooling funds from PBS, CPB and the Ford Foundation, PBS arranged for several reduced rate services from the Nielsen Company. During the first year (1971–72) these included twelve weeks of national household ratings data on PBS-distributed programs; six weeks of audience composition data; continuing weekly household ratings estimates for New York and Los Angeles, and two special national cumulative audience analyses.

The raw material provided PBS by Nielsen has also allowed us to make some demographic measurements of the characteristics of the audiences of PBS programs and to chart trends both in the average number of viewers during prime time hours and in the size of the weekly cumulative audiences of public television. Special help in the analysis and interpretation of some of this data has been provided by outside consultants.

During the current program year many of these measures are continuing (see Attachment A). Of particular interest is the expanded range of national household ratings data—for hopefully as many as 32 weeks of the year—made possible by a slight increase in funds and by improvement of the program carriage reporting system (see below). Also PBS is developing more sophisticated audience demographic data based on the national viewing data. Simple ratings measures are of little use except for comparison and trend analysis; we do not use them for more. However we are vitally interested in learning more about the age, sex, income, education, and occupation characteristics of the national public television audience(s).

(b) *Special studies*

Based on experiments with a number of stations in September and October, 1971, about one third of the licensees participated in an extended telephone and mail audience response survey during March, April and May, 1972. This effort was designed to measure the quantity of telephone and mail response received by PBS member stations, as well as to determine the relative balance of tone and purpose behind the response. The survey report, delayed due to staff shortages and commitment to other Programming activities, was released in mid-November (see Attachment B). If stations are interested, we will provide for continued measurement of this audience response on an annual basis. A second such survey is planned for April and May of this year.

We are also working with a few of the study participants to develop an instrument which will allow the interested program manager or public information director to organize the information from in-coming phone calls in a systematic fashion. This is data which can be regularly collected and periodically analyzed either locally or nationally.

Producing agencies typically receive a large volume of mail sent to them directly or through local stations. This response is regularly analyzed by the producing agencies and the results forwarded to PBS.

Other input includes periodic studies conducted by or for individual local stations. Whether in reference to just local programming or to a combination of local and national programming, such studies are reviewed by PBS staff for whatever insight into the characteristics and behavior of public television audiences they may provide.

(c) *Audience survey facility*

Recognizing the need to have direct, consistent data on audience attitudes and characteristics, the Ford Foundation and CPB have underwritten a major long-range audience survey project to be conducted under the auspices of CPB and in cooperation with many local PBS member stations. PBS has offered complete cooperation with this project. We are particularly anxious that impact and attitudinal data, nationally generalizable and of maximum benefit for program development, become available as soon as possible. Once fully underway, we would expect this project to provide substantial input to the PBS programming evaluation and planning process.

One of our immediate concerns has been to encourage the expansion of the Survey Facilities project into as many different communities around the country as possible. It is a part of our work with CPB and the NAEB to foster a climate of interest in, even demand for, improved local audience research, ascertainment of needs, and program evaluation. We have also encouraged efforts to expand the project to cover public radio as well.

2. MEMBER STATION FEEDBACK

Four regular sources of station feedback data have been employed:

(a) Station-by-station carriage data on PBS programs.

(b) A seasonal survey of program managers to evaluate current programming and to determine needs for improved service.

(c) Follow-up meetings of the Program Managers Evaluation Committee to analyze the results of the seasonal surveys and to address other problems pertinent to the composition and scheduling of the national service.

(d) An annual survey of station managers, covering programming needs, general operations of the system, and PBS departmental evaluations.

(a) *Carriage data*

For the third year in a row, stations are informing PBS of their use of the national service by filling out the weekly carriage report forms. These forms allow us to analyze the system-wide patterns of carriage (live, delayed and repeat) of all programs distributed by PBS. Additionally, they enable us to report back to the stations themselves much of the weekly summary data provided by the carriage reports (see Attachment C).

Due to the changes made this year in the structure of the PBS interconnected program feed schedule and the concomitant increase in station scheduling options, substantial changes have been made in the carriage analysis process. We have switched to a "following week" polling procedure, allowing us now to include Category II programs, edited versions of regularly scheduled programs, and pre- or post-feeds of all preempted programs.

As a result, the process is now capable of providing a highly accurate weekly carriage profile, based on 100% station return. Simultaneously, it reduces the amount of time station personnel have to invest in filling out the carriage survey forms.

With this improved reporting system we have also been able to automate our reporting procedure to the Nielsen Company, and the result has been such a great saving in the costs of processing the public television viewing data that we will be able to begin getting for our limited funds a larger quantity of audience data with more sophisticated and useful analyses.

(b) *Seasonal polls of program managers*

As a regular check on the system-wide acceptance and evaluation of the national service we began in the fall of 1971 to poll the program managers at the end of each program season. Six such surveys have been conducted and reported to date.

These detailed surveys (see Attachment D), completed each time by the vast majority of the licensees, have proven indispensible in evaluating the value and impact of PBS programming at the station level, as well as providing guidance about programming needs still unmet by the national service. As many program managers have been quick to caution us, each respondent may be only one man or woman subjectively interpreting the response, interests, and needs of the unique community served. It is in that context we interpret the findings. Nevertheless we have come to have a high regard for the increasingly well thought-out and careful responses provided by the program managers. A measure of their interest in becoming more accurate in their responses has been the evidence that many stations—as a result of the analysis the national evaluation polls have asked of them—are now developing more systematic measures for surveying their own audiences and interpreting the responses they are getting. Some stations have begun to subscribe to commercial audience data services; others have conducted or commissioned regular special audience polls; still others are seeking participation in the survey facilities project; and in many instances, the managers have created committees of people both within and outside their own staffs to respond to the PBS surveys and to help devise more accurate data to feed into them.

Meanwhile, as the program managers can attest, we have been striving to improve the survey instrument itself. Ambiguous questions have been eliminated, while others demanding the evaluation of individual programs in terms of needs and alternatives have been added. The result has been that as we proceed we are getting better and better measures of station feeling about the quality of the national service at any given time.

One major procedural change which has resulted from such feedback is the move to a three-season program year. Accordingly, rather than remaining quarterly in nature, three seasonal polls are now planned to correspond to a break down of the year into a fall season (October–December), a winter/spring season (January–May), and what will now become a four-month summer season (July–September). This program scheduling conforms more closely to local station experience and operations.

(c) *The program managers evaluation committee*

When we established the survey of program managers, we knew we needed a check on the data. We sensed a need to have a group of program managers, representing a cross section of licensee types, community sizes and regions, study the results of the surveys and help us interpret them. Reading between the lines of their peers, such a group of program managers could tell us things no 1–5 scale or even "Spacet for Comments" at the bottom of a survey form could ever provide. So we established the PMEC. It is a rotating group of about ten station program managers, of whom two normally have sat on previous PMEC's. We ask them to come in shortly after the results of each of the seasonal surveys are complete. The first PMEC gathering was held in February, 1972 to review the poll of that previous fall, and since then three more have been held. A total of 27 program managers have participated in these four PMEC gatherings. Totally, those attending these meetings represent stations which together reach 36% of the total potential public television audience.

Beginning with the second PMEC meeting a report on each meeting has been distributed to the stations (see Attachment E). The PMEC has become a vital part of the periodic station feedback cycle. That cycle includes the seasonal program managers poll, the follow-up meeting of the PMEC and a subsequent gathering of the program managers of the agencies producing major programming during the evaluation period who gather to hear and respond to the feedback. Although input comes continuously from other sources—the carriage reports, the audience data, panels and so on—the internal cycles of seasonal evaluation take on a special importance in the regular evaluation process. They become critically important in the long-range program development process, as PBS staff endeavors to provide its own Board with guidance for its recommendations for national program funding.

(d) *Annual station managers poll*

Assuming that it is valuable to have an outside agency work with the station managers to allow them to provide a formal evaluation of our service we have annually commissioned a station managers survey.

The third such survey has just be released. As a guide not only to programming needs and services but also to our operation of the interconnection and to PBS institutional activities and services, this poll has been of tremendous assistance. It has been conducted each time under the supervision of Dr. W. C. Meierhenry, Chairman, Department of Adult and Continuing Education at the University of Nebraska. The 1972 survey went even further (see Attachments F and G).

3. PRODUCING AGENCY INPUT

Three methods of interchange with producing agencies are in operation:

(a) Seasonal meetings of the producing agency program managers (tied to the evaluation cycles).

(b) Day-to-day contact with the program producers themselves.

(c) Special meetings of producers.

(a) *Seasonal meetings of producing agency program managers*

As an element in the seasonal evaluation cycles described above, program managers of the major producing agencies for the season under study meet shortly after the gathering of the PMEC. A major objective of this final meeting in the cycle is to boil down and present to them the findings of the systemwide programs' poll and other data as interpreted by the PMEC. The report of the PMEC meeting is used to stimulate discussion around the major programming issues pertinent to the particular season. A very healthy internal polylogue has developed among these producers, and it has begun to show in program proposals.

But the flow of information at these meetings is not solely one way. It is essential that the producing agencies have an opportunity to exchange ideas with one another on a regular basis. Not only is there a need for a forum in which constructive criticism can be exchanged, but it is also important to allow plans for new services to be discussed. A major focus of the seasonal cycle is identification of weaknesses, gaps and unmet priorities in the national schedule. In considering the results of the other elements of the evaluation process, the producing agency program managers can discuss their own thoughts for programs, and duplication can be avoided during the development of needed programs.

(b) Day-to-day contact with program producers

In our day-to-day operations we have regular and detailed contact with program producers. As the ideas engendered by the evaluation process are defined, contact with PBS staff can help the producers become aware of the program ideas and priorities in the system. It is the intention of PBS to encourage this process of system-cooperative thinking among producers and in the course of our daily contacts with the individual program producers we attempt to keep all parties abreast of the various ideas and plans within the system which may bear on a given program. This process applies not only to major producers but to those who offer occasional programs. It has been an invaluable instrument in expanding the number of stations producing programs for national distribution (from 27 in the 1970–71 season to at least 55 this year).

(c) Special meetings of producers

We also expect more frequent meetings of producers to deal with specific program areas. Since 1971 two meetings of national drama producers have been held for coordination in that area. A major public affairs workshop was held in Atlanta last fall, in which national and local producers could exchange ideas and see one another's work. We would hope that funds would allow several such meetings each year, to encourage interaction and exchange among producers in particular fields.

4. OUTSIDE OBSERVERS

In our efforts to get evaluation from those interested in, but working outside the public television community, we have sought input from experienced professionals in various areas. This has come in the form of consultants' reports, participation in larger conferences and meetings, and through informal discussion with a variety of contacts. All have been useful, but not regular or formal enough to provide what we want on a consistent basis.

Consequently, we have begun to set up formal evaluation panels in various areas in which we program, in order to provide us with a regular, professional evaluation of our efforts. Written comment, panel meetings, and individual contact will be asked from panel members to help give us a sense of our work.

Each panel will consist of from 8 to 12 members. Full panel meetings once or twice year, and periodic individual reports throughout, will help us keep a sense of perspective about what we are doing in terms of the state of our arts and the goals by which our work should be judged.

The panel for public affairs has already been chosen and has had its first meeting (see Attachment H). Pending approval by the PBS Board, it is our hope soon to create an observation panel for young people's programming as well as another for the performing arts (music, drama and dance).

5. THE PRESS

It has long been apparent that those who write reviews and columns pertaining to our national programming represent an important opinion leadership group in the formation of attitudes about and understanding of public television. With a limited budget for actual advertising, the members of the press are a crucial source of contact with public television for many in the American public who view our programs only occasionally. In fact, it is the unfortunate case that the press may be the only contact with public television for many Americans.

In an effort to get a basic reading on press reaction, the PBS Public Information Department makes up a weekly digest from its clipping service returns. It is a quick reference to focal points of attention, especially in the national and trade press. But neither it nor rapid coverage of the clippings can be done in a manner organized enough to yield us very reliable data on which to judge our overall press reaction.

Accordingly, we asked a team of content analysts at the University of Pennsylvania where much study of commercial television violence has been conducted, to undertake a pilot study of the methods available for measuring and evaluating press reaction to PBS programming. The study is intended to advise us on two major questions: (1) Can we develop a profile of national public television programming, as perceived by the press (i.e., the range, depth and quality of PBS programming as noted by reviewers)? and (2) Can we evaluate the effect of the public information efforts the stations and PBS jointly undertake? The study has just become available and is currently being analyzed within PBS.

We are conscious of the great amount of time and effort some elements of the evaluation process have required on the part of stations. At certain times during the first eighteen months, what must have seemed like a flood of surveys and meetings have placed real demands on shorthanded stations. In recognition of these problems, it is our intention to keep the evaluation demands on the stations to a minimum. Yet we are also conscious of the fact that a truly responsive national program service needs to keep open to the local stations it seeks to serve as many worthwhile regular channels of communication as possible.[1] So, as has been indicated, many of the evaluation process elements will continue to seek substantial station or station-mediated feedback.

The cooperation of the stations during our first year and a half of formal evaluation procedures has been extremely good—and has proved invaluable. We are greatly impressed by the degree of energetic analysis of audience needs which is going on at the local level. The determined efforts of many stations to assure that, insofar as some elements of the evaluation process rely on valid local data, that data will be the best available has been most encouraging in our efforts to devise and operate a truly interactive programming system.

For our part, we continue to try to make as comprehensive and as relevant to public television's needs as possible those elements of the evaluation process which depend on outside sources. As always we remain vitally interested in suggestions for improvement in this aspect of the PBS operation, and, while operating under certain stiff budget and staff limitations, we nevertheless look forward to continued work with the stations and other agencies on improving this process. We have learned much, including how far we all have to go. But we have taken some first crucial steps.

---

[1] For example, due to the current institutional crisis at the national level, the annual Spring meeting of all stations dispensed with the normal programming sessions usually held at that time. Not willing to forgo the valuable station feedback for program planning otherwise occasioned by the Spring meeting, PBS put into effect a process of special meetings and polls to provide advice for planning of the upcoming summer and fall seasons. Using the regularly scheduled meeting of fourteen producing agency program managers (called in to complete the fall season evaluation cycle) and holding two special meetings with groups of a dozen program managers from around the country (chosen, like the PMEC groups, to be representative of the entire public television system), PBS was able to get important, updated station advice on plans for the coming summer and fall seasons. A total of 30 station programming representatives participated in these three meetings. Altogether their stations reach about two-thirds of the total potential public television audience. Shaped by the input from these meetings a full poll of all stations was conducted for guidance in planning a too-long-delayed fall program service.

ATTACHMENT A

Educational
Broadcasting
Review

Public Broadcasting Development—The Next Step

PRESLEY D. HOLMES

VOLUME 6
Reprinted from
DECEMBER 1972
NUMBER 6

Public Broadcasting Development—The Next Step

ETS Statement on Long-Range Financing

Presley D. Holmes

Long-range objectives and goals for public broadcasting, including growth projections for additional stations for currently unserved local communities and cost projections for both capital and operating expenses, were presented in a progress report on the work of the Long-Range Financing Task Force (LRFTF) in a speech delivered by Joseph Hughes, Task Force Chairman, at the NAEB Convention on October 30, 1972 (Editor's Note: See page 390 of the Convention Section in this issue.)

Educational Television Stations heartily endorse the report and the eleven general principles which were tendered. Basing our suggestions on and responding to the report of the Task Force, we offer for its consideration, as well as that of station members across the country, additional specific details to help forward the deliberations into a more specific implementation plan.

The Next Step

In the five years since the Public Broadcasting Act of 1967 there has been substantial and significant growth in providing service to new segments of the American public and vast improvement in the quality and quantity of local and national programming. There is still much to be done, as the LRFTF report indicates.

It is our proposal that another specific period of time be identified, i.e., another five years, and that a target should be established for the growth that is desirable, practical and within the reasonable realm of attainment. We do

---

Presley D. Holmes is executive director, Educational Television Stations, National Association of Educational Broadcasters. The plan here described was presented to the Long-Range Financing Task Force and to all ETS member stations on November 20, 1972. On the basis of overwhelmingly favorable station comment, the ETS Board of Directors formally endorsed the basic principles of the proposal at its December 19 meeting. The next scheduled meeting of the Task Force being on February 16, that body had not acted on the proposal at the time of publication.

not believe that the "ultimate" shape of public broadcasting can be achieved in five years, nor would it be reasonable to expect that such a system could even be satisfactorily defined today so that no changes or modifications would ever be necessary. Financial uncertainties and technological developments mitigate against even the wisest and most prescient individual ever risking a precise and final statement on the ultimate configuration and mission of public broadcasting.

This document does not purport to be even the penultimate statement; it merely offers the following proposal for the next growth period of public broadcasting. (Radio and television are generally included, but specifics are detailed primarily for television broadcasting, and there is no presumption that the following materials are appropriate or applicable to radio.)

The plan covers federal and non-federal funds, incentives, provisions for practical system growth and development, and designation of appropriate accountability, and requires reassessment prior to moving on to the next growth period.

In trying to describe anything with the complexities and interrelationships that exist in public broadcasting, there is always the problem of finding the appropriate balance between enough specificity so that the concepts are sufficiently clear and the inclusion of so many precise figures and details as to obscure proper appreciation of the principles that the specifics are designed to illustrate.

It is hoped that the proper balance has been struck, and that the idea offered here will prove useful to the discussions and deliberations of the Long-Range Financing Task Force and the public television stations throughout the country.

Highlights

There are three basic parts to the proposal, which addresses both the source of funds and the appropriate entities responsible for the methods of their expenditure:

1. CPB Basic Support Fund from federal sources, not dependent on non-federal tax or private support or imposing any matching requirement, on the order of $100,000,000 over the five-year period. The basic support for the national agency, CPB, is the federal government.

2. Station Operational Support Fund from federal general revenues based on a matching ratio beginning with a federal amount equal to one-half of the total non-federal support. At current levels, minimum federal funding would be in excess of $70 million. The basic operational support for stations (local entities) is non-federal funding—always to exceed 50 per cent. The Station Operational Fund is divided equally into two essential parts: a. station grants for local budgetary control; and b. a program bank primarily for national program acquisition, production and distribution, but with provisions for regional and local flexibility.

3. Station Facilities Support Fund from federal general revenues, primarily for expansion/improvement grants to existing stations, but also providing for the orderly addition of new stations to take another step toward service to all the people, on the order of $40–50 million annually.

In addition to these basic parts, also described are three means for funding national program acquisition and production, a national program library and archives, and possible application of partial financing through the issuance of government guaranteed bonds.

The proposal expanded below illustrates diverse funding sources and appropriately diversified responsibilities. Again, specific figures are used as examples only—within a range that is felt to be realistic—solely to help clarify conceptual understanding and not as firm cost projections.

CPB Basic Support Fund

It is proposed that federal funds be authorized by the Congress for a five-year total of $100,000,000, with a maximum limit of $30,000,000 in any given year. The guaranteed total over a five-year period along with the limitation for any given year would allow CPB flexibility in management and future planning; i.e., circumstances may be such as to require a large outlay, as start-up costs for a certain project, which would be reduced in succeeding years. This method is preferred over a gradual step increase of a fixed increment each year. The question of whether these funds might come from general revenues or government guaranteed bonds is treated in a later section.

Discrete predictable federal funding, not private support, is necessary for basic CPB support, in the best public service interests of the total American population, so that CPB may perform its necessary national role of leadership, study of future directions including new technology; and provide station development support such as incentive/upgrading grants, loan funds, services for new licensees not yet contributing to or sharing in the Station Operational Support Fund (see below), experimental and innovative programs, research, planning, and evaluation. CPB's basic role is future oriented, not day-to-day operation.

Note that more than 90 per cent of CPB's planned FY 73 expenditures are accommodated in the Station Operational Support Fund detailed below. Therefore, even if the CPB Basic Support were averaged over the five-year period, the $20,000,000 would more than quadruple present funds available at CPB's discretion to expand support of existing activities or add new ones.

Station Operational Support Trust Fund

It is proposed that federal funds from general revenues equal to not less than one-half of the total non-federal dollars reported by non-commercial broadcasting, computed annually for the next five years, be authorized by the Congress. This trust fund would be administered by CPB with expenditures authorized as described below. (Note also that a detailed study of what types of income would be eligible and acceptable to the appropriate federal agency, probably GAO, is necessary prior to implementation of this proposal.)

The Station Operational Support Fund should be allocated proportionately to separate radio or television funds, i.e., the television stations' fund is the federal share of the total non-federal funds reported by television entities, the radio fund is the matching of the total non-federal dollars reported by radio. If, for example, $168 million in non-federal support was reported, $144 million from television and $24 million from radio, then the federal appropriation to the TV Station Operational Support Fund would be $72 million and to the radio fund would be $12 million, at the minimum ratio of one-half federal to non-federal.

Simply because of the mechanics and time delay factors built into this proposal, i.e., a federal appropriation would be based on a prior year's report of non-federal funds, it is clear that the federal share of station support, even at the minimum one-half federal matching, would be less than 50 per cent of current *income*—assuming continued growth in non-federal funds. In terms of total *budget* (non-federal plus federal) the federal funds would be less than 33 per cent.

It should also be noted that only half of the federal matching becomes a part of an individual station's budget (the other half being deposited in the Program Bank, see below) so, in effect, the average impact on a local budget is on the order of 16–17 per cent at the minimum federal/non-federal ratio.

With these factors in mind, then, it is proposed that 50 per cent be the minimum federal match to non-federal income, and that the federal percentage should increase steadily throughout the five-year period: at least from 50 per cent to 54 per cent in the second year, 58 per cent in the third year, 62 per cent in the fourth year and 66 percent in the fifth year. Similarly, the maximum amount for an individual station grant should not exceed the above percentages for any given year in proportion to its non-federal *income*.

Following the analysis above, 66 per cent federal matching represents only slightly more than 40 per cent of the total system operational budget (66 of 166), and since just half of the federal funds appear in a station's local budget, federal operational funds would only amount to approximately 20 per cent of each station's total annual operating cost.

This procedure is not recommended or represented to mean in any way that such federal funds or percentages are sufficient for a fully developed system.

During the next growth period, however, such funds *will* represent a substantial increase in funding for public broadcasting; they can be wisely and responsibly spent. It is felt to be important in this growth period to recognize that there will be further developments in the structure and relationships of the federal government—both Congress and the Administration—with CPB and the stations. Until these relationships become more clearly defined, the readily acknowledged compromise offered here is felt to be a reasonable "options open" proposal.

The matching method of generating the Station Operational Support Fund would also have built-in plan-ahead features for the stations. As soon as a station computed it's non-federal income, it could also compute the amount to be received in the subsequent fiscal year and thus set more definite and longer-range objectives.

One-half of the Station Operational Support Fund would be distributed to the stations for local budgetary control: 50 per cent as a basic grant divided equally among all eligible applicants, and 50 per cent distributed by a formula based on population, income, and initiative in securing non-federal support.

The fifty per cent of the television Station Operational Support Fund (for example, $36 million) for local budgetary control would be distributed to the stations on the following basis: one-half to all eligible applicants ($18 million: assuming 150 recipients, the basic station grant would be $120,000 each), and the remaining half based on a formula, comparable to that approved by the television stations, that is based on population covered, adjusted gross income, and an incentive factor for rewarding local effort in increasing funding. (Revisions are necessary after FY 73.)

Reports of the purposes for which these funds are proposed and used for local station needs would be made on an annual basis to CPB, along with the report of total non-federal income for use in the subsequent appropriations/accountability process.

One-half of the Station Operational Support Fund would be reserved primarily for national program acquisition, production and delivery, and allocated to a Program Bank, administered by CPB, with expenditures determined and authorized by the stations: (1) 25 per cent minimum would be assigned for the operation of an interconnection system, regionally configured (continuing the example: $9 million minimum); (2) 50 per cent minimum would be assigned for the acquisition and/or production of programs for national distribution ($18 million minimum); (3) 25 per cent maximum would be a flexible fund to be utilized for national, regional and/or local acquisition/production and distribution ($9 million maximum).

Both the decisions on national programming and the day-to-day mechanics and operational responsibility of program acquisition, production, promotion, publicity, and distribution can and should be in the hands of the stations and an operational agency responsible to the stations; as these funds are proposed to be generated based on non-federal funding of the stations, it is appropriate that the stations decide how funds are spent. Having such substantial funds in their control would surely result in stations' increased responsibility. The decisions and the dollars would be theirs; the stations would be accountable and would have no one to fault but themselves.

The elements which need to be accommodated in this share of the Station Operational Support Fund include both the acquisition/production and delivery of programs for national, regional and local use. There is also a time dimension: the need to guarantee basic funds for efficient planning over a period of years, as well as flexibility and authority to make decisions to meet unforeseen or unpredictable needs.

These decisions should be made by a body elected by the stations, and its members should be from the stations—both the management and public level—so that there is representation from the professional and lay communities.

The three sub-points setting minimums

and maximums are designed to provide both the ***guaranteed basic continuity*** (#1 and #2) for delivery and production, and the ***flexibility*** to accommodate to changing circumstances and less-than-national needs (#3). Deliberations of the above group must decide how much of the funds in item #3 should be distributed for services necessary in items #1 and #2 in addition to funds for regional and/or local program production and distribution. Depending upon expressed needs for services as requested by the stations, the percentages in the three categories would vary from year to year. One year might be 26 per cent, 62 per cent and 12 per cent, another year might be 29 per cent, 51 per cent and 20 percent, and so forth.

It should be noted that there are some similarities in this portion of the proposal to the PTV Program Financing Plan described in the October issue of the *Educational Broadcasting Review:* ". . . the ongoing program decision-making function would accrue to the stations. The public television stations would become the system operators in every respect, working individually and through their designated agencies. All program decisions, good or bad, from the decision to fund to the decision to broadcast, would be their responsibility alone."

There are similarities, yet there are significant differences as well. This proposal does not envisage a cooperative; it proposes to place a certain portion of funds in a Program Bank with specific guidelines for minimum and maximum expenditures for certain services. These Program Bank funds do not become part of a local station budget, although still subject to station approval for expenditure; this lessens the spectre of sizeable funds leading to potential control, or the damaging effect of causing a reduction in non-federal support. It also assures that certain national services are guaranteed at minimum operating levels over a sustained period, which will allow for longer-range planning.

It is suggested that a system of shares or credits can be developed, bank accounts in a sense, in the name of each individual station. As explained above, each station would regularly authorize the minimum withdrawals from the account: 25 per cent for interconnection and related services, 50 per cent for national program acquisition/production. After recommendations from the station-elected body, solicited from the stations and national agencies, had been formulated for the total annual expenditure, stations would be given the option to authorize as proposed, allocate elsewhere, or merely keep in the bank its share of the flexible 25 per cent.

In other words, a strong case would need to be made for any increase above the minimum for national distribution and program production. Likewise, plans can be developed which would not require 100 per cent participation by all stations, allowing those that wished complete freedom of choice for the flexible fund.

In this description of allocation of half of the Station Operational Support Fund, many aspects of the PTV Financing Plan are applicable, which will not be further detailed here. The basic point is that the licensees are responsible.

These funds, however, are not proposed to be the only source of funds for national programming. It would seem appropriate to discuss other aspects of national programming, prior to detailing the Station Facilities Support Fund.

National Programming—Other Sources

The intent of this proposal, as was suggested in the section which briefly described the role of CPB, is that the Board of CPB be placed in the appropriate and critical role in the overall perspective of national programming. A basic CPB responsibility is to examine and determine what the national long-range programming needs are, to look ahead while production and utilization are in process, to evaluate the totality of programming both before and after station use (or rejection).

The CPB Board would be informed of decisions made by the station-elected national program production and distribution group that is referred to above. It would be CPB's prerogative and responsibility to question and to cite imbalances in terms of too much, too little, or not at all. After analysis, CPB could not require any subtractions, but certainly could and should make additions. It has been mentioned that CPB would use some of its basic support for experimental and innovative programming; put another way, it may use some of its funds for the production of national programs that it feels should be made available to the stations, and which were not proposed or funded from the Station Operational Support Program Bank. When and if CPB does fund such programs they are automatically added to the list of programs from which stations may select. The scheduling of the interconnection service, as stated earlier, is in the hands of the stations through a station-created agency, so stations will have ready access to these and any other programs.

Another source of funding for national programming is the private sector. Such funding has proved to be of great benefit in the past, and it should be encouraged and expanded in the future. These funds should be sought by CPB, and programs resulting from them should also be made available for selection by the stations. To reinforce a point made earlier, CPB should not have to depend on such funds for matching federal funds. Private funds provide an extra margin for excellence and diversity.

Briefly, programs produced for national distribution come from three sources: (1) station-generated federal matching funds with expenditure determined by the stations, (2) CPB Basic Support federal funds with expenditure determined by CPB, and (3) private funds with expenditure basically determined by the fund source but in cooperation with CPB. This diversity of funding sources and authority to disburse such funds is proposed as a workable answer to the problem of "insulation" from undue influence on national programming, while establishing the necessary accountability. Using the example figures, the Program Bank could fund $18 million, CPB $14 million and the private sector $4 million for a total of $36 million for national programs as a reasonable possibility in the first year of this plan.

National Television Library

The presumption of the above discussion on national programming was that funds were to be expended for "new" programs, or those that were being made available to the stations for the first time. Experience has demonstrated that many programs, particularly those which do not deal specifically with timely events, are useful over a period of several years for additional broadcast by the stations. A national library of such programs should be developed further, and it is expected that with each succeeding year an increasingly valuable library of program materials will be accumulated. The procedures followed by the ETS Program Service and continued with the Public Television Library are valuable precedents, especially the Program Selection Committee drawn from individual stations throughout the country.

The library would also be the depository of all programs which were not selected to be delivered on the interconnection service, but would be made available to all stations on tape and/or film. Use of any programs from the library would result in a charge to the using station. A station could pay for the program either by using "credits" from the flexible share of the national Program Bank or from funds in the station's local budget. Charges should be sufficient to meet normal operating expenses of the library plus a substantial amount as a return on program investment. Such return should be credited to the source of the program production funds. If the program came from the Program Bank, those funds would be available there for additional uses, such as piloting future productions; if the program came from CPB or national private sources through CPB, the return would go to CPB for use at its discretion.

Development Bank—Government Bonds

It is at this point that the source of CPB's Basic Support deserves further discussion. Proposals have been made suggesting that CPB financing come from government guaranteed bonds, but the problem has been to determine how those bonds might be redeemed. The Long-Range Financing Task Force is studying this matter; if it is determined that proceeds from use of CPB or privately financed programs from the national television library would be sufficient to redeem the bonds, we would recommend that method of federal funding for CPB. (Editor's Note: At its November 20 meeting, the Task Force decided against recommending such a method for financing.) Otherwise, federal funds from general revenues should be appropriated for CPB Basic Support. In either case, CPB should exercise supervision of the library, but expecially so if the bond-financing method is feasible. Also, a national archives of television programming still needs to be properly implemented; this is related to the library, requires a longer-range perspective, and is logically a CPB responsibility.

Other Considerations

CPB would be responsible for system planning, growth and development; it would be responsible for any new station for interconnection, general support, etc., until such station reported nonfederal income and thus became a supporter of and eligible to share in the Station Operational Support Fund. Continued system growth would become a plus factor rather than a minus caused by the need to spread non-expandable funds to more locations. The flexible funding matching appropriation would provide entry into the regular system at a point when additional dollars would result from such entry.

Eligibility criteria and a distribution formula for television stations have been approved by the Television Stations for FY 73. It is part of this proposal that the Eligibility Criteria apply to the station grant part of the Station Operational Support Fund. Upon the adoption of this proposal, the entire document should be reviewed since there are some obvious changes which would be required. For example, the provision for station upgrading funds would apply to the CPB Basic Support allocation and be removed from the Eligibility Criteria.

The Distribution Formula accepted by the Television Stations for FY 73 is subject to annual review, regardless of the outcome of this proposal. Such a review is already under way, and pending its outcome recommendations for further modifications are inappropriate at this time.

Station Facilities Support Fund

The present federal support of broadcast facilities should be vastly increased through the Educational Broadcasting Facilities Program in the U.S. Office of Education.

For expansion and improvement grants the Congress should appropriate from general revenues no less than an average of $200,000 for each television licensee for each of the next five years, or approximately $32,000,000–$42,000,000 annually. A critical matter here, to insure local station control of programming, is videotape equipment. Even at the amount suggested, it would take two years for all stations to be minimally equipped.

For activation of new television broadcast stations, it is anticipated that an average of one transmitter will be added each month for the next five years. Given the present total of transmitters (232) plus those in process and expected on the air prior to June 30, 1973, the total at the end of this next proposed growth period will be nearly 300. This figure approaches the one which has been used as the ultimate system size, and a reappraisal would be in order—taking into account new technology and delivery systems such as satellites and cable. At an average of $500,000 each, the amount necessary would be $6,000,000 for each of the next five years, appropriated by the Congress from general revenues.

The combined total for television ex-expansion-improvement and activation funds would be $38,000,000–$48,000,000 annually in the Office of Education Educational Broadcasting Facilities Program. These figures are predicated on the projections of the Long-Range Financing Task Force that a range of 50–75 per cent of facilities costs should come from federal funds. At the 50 per cent level, the total of federal and non-federal funds would be in excess of $400,000,000 for the five-year period. The following table and figures are offered to help the reader visualize the proposals detailed above.

An Example of Federal Funding Levels FY 75 through FY 79
(In Millions of Dollars)

CPB* Basic Support	Total Non-Federal**	Administered by CPB Station Support Fund: 50% Station Grants	Administered by CPB Station Support Fund: 50% National Program Production and Delivery	Total Federal through CPB	Total Federal through EBFP***
FY 75 10–30	(50% of 144)	36	36	82–102	38
FY 76 10–30	(54% of 158.4)	42.8	42.8	95.6–115.6	40.4
FY 77 10–30	(58% of 174.2)	50.5	50.5	111–131	42.8
FY 78 10–30	(62% of 191.6)	59.4	59.4	128.8–148.8	45.8
FY 79 10–30	(66% of 210.8)	69.5	69.5	149–169	47.6

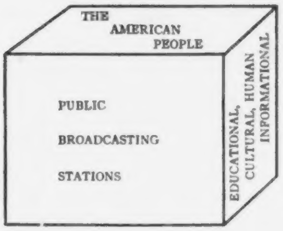
*Maximum total: $100,000,000.

**Estimated non-federal income, for example purposes only, to increase 10% each year; figure based on reports of non-federal income 2nd prior FY to that listed in left-hand column.

***The confusion among licensee, station and transmitter is not attempted to be solved here. For simplicity and example purposes, the number of expansion-improvement recipients is increased by 12 each year; there is also an assumption that there would be non-federal funds equal to from one-half to the total of the federal funds shown.

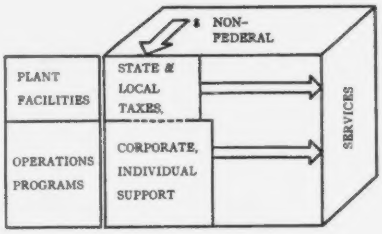
Service, Structure and Support for Public Broadcasting

The Public Broadcasting stations exist to bring the American People educational, cultural, informational, and human services—a three-dimensional relationship.

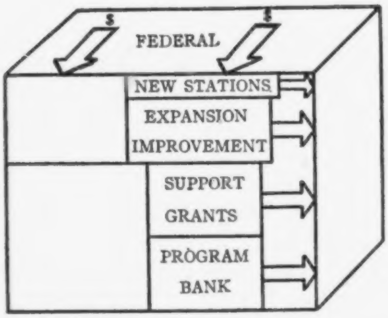


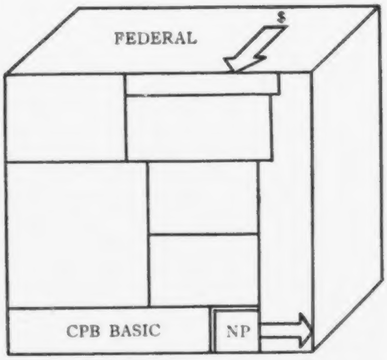
To carry the stations from meeting basic locally defined needs to substantial service, leading toward the goal of full service, the stations need financial support for operations—programming and plant facilities.

Funding for the stations comes from the people for whom the service is dedicated, through state and local tax, corporate and individual support (non-federal), as shown in the diagram below.



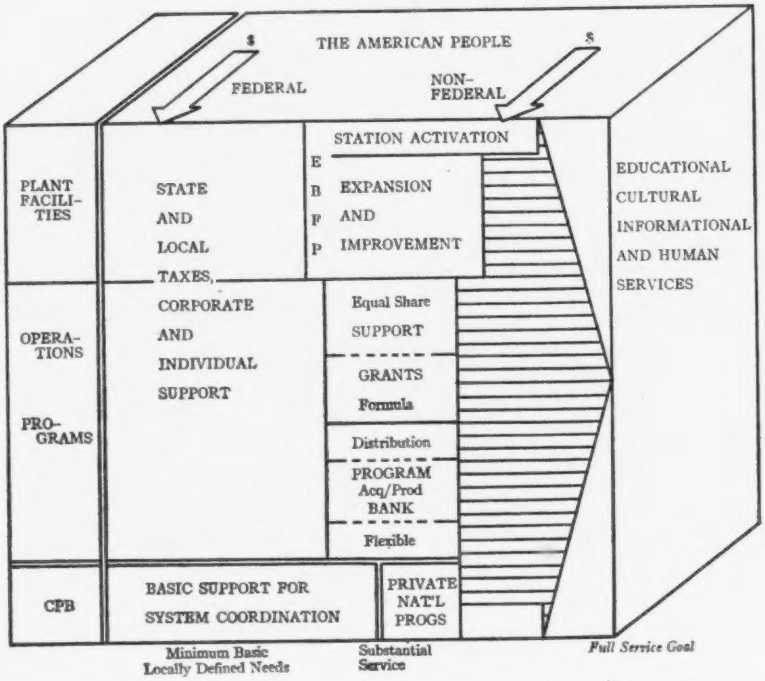
It also comes from federal general revenues: for operations-programming, half under local budget control (support grants) and half to the national Program Bank; and for plant-facilities, primarily for expansion-improvement, but also for new station activation.


$
$
FEDERAL
NEW STATIONS
EXPANSION
IMPROVEMENT
SUPPORT
GRANTS
PROGRAM
BANK


$
FEDERAL
CPB BASIC
NP

Undergirding and giving national coordination and leadership to public broadcasting is CPB, which gets its basic support from federal funds—not subject to matching requirements, supplemented by private funds for national programming (N.P.).

Graphically, then, this proposal would still leave much to be done, but would result in substantial progress toward the full-service goal of educational, cultural, informational and human services to the American people.


THE AMERICAN PEOPLE
$
$
FEDERAL
NON-FEDERAL
STATION ACTIVATION
E
B
F
P
EXPANSION
AND
IMPROVEMENT
PLANT FACILI-TIES
STATE
AND
LOCAL
TAXES,
CORPORATE
AND
INDIVIDUAL
SUPPORT
OPERA-TIONS
PRO-GRAMS
Equal Share
SUPPORT
GRANTS
Formula
Distribution
PROGRAM
Acq/Prod
BANK
Flexible
EDUCATIONAL
CULTURAL
INFORMATIONAL
AND HUMAN
SERVICES
CPB
BASIC SUPPORT FOR
SYSTEM COORDINATION
PRIVATE
NAT'L
PROGS
Minimum Basic
Locally Defined Needs
Substantial
Service
Full Service Goal

Services

The above outline proposal for generating and distributing federal funds—based heavily on continuing and expanding the existing major share of funding for public broadcasting in which well over half of all licensee support comes from local sources, mainly institutions such as schools, universities and other local and state public agencies—has only generalized the services necessary, the reason for existence. *Financing, from any source, is a function of service provided. It does not simply result from the mechanics of structure. This calls for defining the roles of public broadcasting in more precise ways than have been heretofore detailed.*

The delineation of services and definition of the roles of public broadcasting must be accomplished along with the development of this proposal. A start has been made with the ETS Station Operational Needs Survey, and that document, based on input from the stations who are responsibly and responsively setting forth their own local objectives and goals, will be a valuable companion piece to this proposal. Such information from the local stations must precede and affect national determinations.

Summary

It is our belief that this proposal is responsive to and supportive of the eleven principles tentatively agreed upon by the Long-Range Financing Task Force.

1. The principle share of the operating expenses of public broadcasting should continue to come from non-federal sources. But it is entirely appropriate and necessary that federal funds be a part of a total financing plan.

This proposal for federal funds for station operational support to be provided in an amount starting at one-half of the total non-federal income would result in an approximate average of federal funds comprising one-third of the total station operating expenses, but not more than 40 per cent.

2. The federal contribution should be designed in such a way as to provide incentives for increasing non-federal financing.

The matching proposal to provide funds for the stations is incentive-based. Specific refinements in the distribution formula can enhance incentive features.

3. Financing of public broadcasting should not impose unreasonable burdens upon any segment of the economy but rather should be designed so that those who benefit should pay.

Federal funds from general revenues are proposed as the source of input to the Station Support Funds. Well over half of the non-federal funds are from state and local taxes. Membership, auctions, and pledge nights are other examples of raising funds from those who benefit.

4. If federal funds are appropriated in whole or in part by a matching system, a portion of those funds should be returned to the stations on an equitable basis which reflects local effort.

Federal funds for public broadcasting are provided in part on the basis of a matching system, in which a portion is returned to the stations and another portion is reserved for national program production and delivery.

5. If federal funds are appropriated, there will need to be accountability to the Congress in the use of these funds.

All federal funds for operation are under the administrative supervision of the CPB, which is accountable to the Congress on behalf of the stations. Facilities funds would be accounted for by USOE on behalf of the stations.

6. The need for insulation against undue pressures from whatever source is particularly important with respect to the financing of programming.

Insulation cannot be legislated. It can best be achieved by assuring and developing a diversity of funding sources at both the local and national level. National program production is available through Station Support Funds, CPB Basic Support Funds and private sources, with selection for broadcast determined by the licensee. Responsibility for funding the bulk of national programming would rest with the stations; they would be spending their money. Locally, diversity is equally important: school board, university or state agency; local, county or state government; other nonprofit agencies, the business community, and the individual members of the viewing public are all funding sources, which should be developed further for both financial and programatic viability.

7. Long-range planning that is based on a reasonably assured level of future funding is essential to a viable public broadcasting industry capable of producing high-quality services and programs, locally and nationally.

Long-range planning for national concerns would be a primary responsibility of CPB based on input from the stations (see also #10), and CPB would have an assured level of funding, not subject to the vagaries of non-federal funding fluctuations which are beyond its control. Long-range planning at the local level is enhanced by the matching features of this proposal.

8. The financing of facilities is as urgent as the financing of operating expenses, and the funding level must be increased to meet system needs.

The federal funds proposed are not sufficient for the ultimate system, but are sufficient for reasonable growth. In terms of technological obsolescence, such funds are necessary to keep existing stations properly equipped, even after upgrading of the present inadequate equipment. The impact of new technology will continue to be monitored by CPB, and revised recommendations made prior to the end of this next growth period. The goal of 90 per cent population coverage may well be reached in this period, which is further cause for reassessment.

9. It is both appropriate and vital that private underwriting of local and national program costs continues as an important method of financing.

Local underwriting is encouraged and will help raise the total of non-federal income—which will be matched for the Station Support Funds. National underwriting, through CPB, is encouraged to provide additional options to the stations for the selection of nationally produced programs to meet local needs.

10. The development of a plan for the system's growth, the strengthening of local planning and management capabilities, and the setting of local priorities that can be translated into specific national objectives are all essential to the achievement of long-range financing.

Such a need is strongly endorsed, and further specifics will be provided in another document.

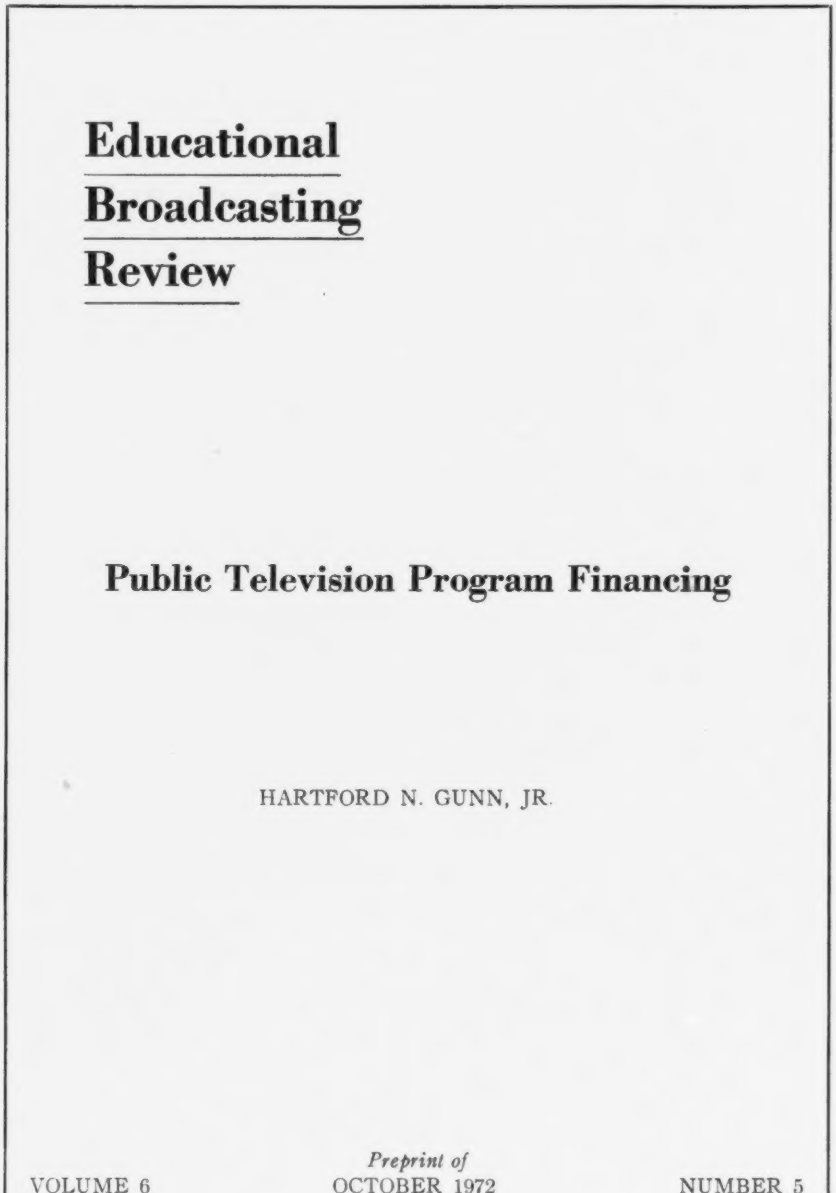
11. The development of a strong and effective public broadcasting industry requires that the Corporation for Public Broadcasting continue to play a leadership role as envisioned in the Public Broadcasting Act of 1967.

The leadership role of CPB is vital and is provided for in this proposal.

A twelfth point was also indentified, which had not been formally articulated by the Task Force, "any long-range financing plan should be flexible enough to accommodate involvement in cable, satellites and new technology." We believe that that activity is and can be provided for in the CPB basic support.

We submit this proposal for the serious consideration of the Long-Range Financing Task Force and to "the huge and pounding heart" of public broadcasting: the stations. It is designed to stimulate discussion, not to be the ultimate answer. It is hoped that it will be useful in helping the Task Force reach its goal of improving the financing for all of public broadcasting.

ATTACHMENT B



Educational
Broadcasting
Review

Public Television Program Financing

HARTFORD N. GUNN, JR.

Preprint of
VOLUME 6 OCTOBER 1972 NUMBER 5

Public Television Program Financing

Hartford N. Gunn, Jr.

One of the important functions of EBR *is to circulate documents which embody important new concepts, proposals, and suggestions. The values are two-fold: full publication makes it possible to study the actual details of a proposal rather than rumors or speculations about it, and distribution through the* EBR *engages the entire profession in the process of analysis and deliberation.*

The article that follows is one of those documents. The Station Program Finance Plan it presents is especially timely, since it outlines a philosophy and procedure for licensee determination of major programming decisions at a time when satisfactory resolution of this issue is likely to determine the nature and extent of federal support for public broadcasting.

James Fellows, secretary of NAEB and EBR *Editorial Board member, originally suggested publication of this document in* EBR, *and Michael Hobbs, Director of Administration of the Public Broadcasting Service, assisted with the editorial and statistical details. Others involved in the drafting of the document include Scott Hunt, Robert Bruce, Richard Beatty and Malcolm Klein.*

Hartford Gunn is president of the Public Broadcasting Service.

Introduction

"The Corporation for Public Television will provide for Public Television leadership, standards of excellence, and an instrument by which the hundreds of local stations can act from time to time in concert. It will itself be led by men and women of eminence and achievement, drawn from television, from allied fields, and from public life. The Corporation will serve the stations. It will exist primarily to make it possible for those stations, one by one, to provide the greatest possible service to their communities.

"Educational television is to be constructed on the firm foundation of strong and energetic local stations. *The heart of the system is to be the community. Initiative will lie there* . . .

"Public television . . . is to be provided with *such abundant programming as to offer each local station both diversity and choice* . . . Like a good metropolitan newspaper, the local station will reflect the entire nation and the world, while maintaining a firm grasp upon the nature of the people it serves.

"The mechanism" (of funding public television) "will permit Federal funds to flow to public television outside the ordinary budgeting and appropriation procedures, and thus *insulate the system from direct governmental overseeing of its day-to-day operations and from the dangers of political interference with the substance of programming.*

"*Funds are to be provided without impinging upon the freedom of the stations, and without relieving the community of its obligation to support its station.* Federal funds used to support the production of programs will be disbursed in a fashion that minimizes any risk that the substance of those programs will be affected by political or governmental involvement. The stations themselves will produce most of the programs, and will have at all times freedom in deciding whether any program is to be broadcast. That freedom is made real because funds will be adequate to provide alternatives, for freedom is scarcely present when the choice lies between the program that is supplied or nothing at all."[1]

The Carnegie Commission also said that it is what the public sees and hears that counts—"programs are the measure of what the system accomplishes." Quality in local and national programming is a function of good creative people with the time and freedom to think, to plan and to produce, which factors are in turn related to the availability of adequate long-term funding. Such funding is essential to provide a significant degree of protection both from the danger of political interference, and from unpredictable budget levels.

The present situation is essentially one of last-minute annual federal appropriations. (Although already more than three months into a new program production year, the Public Broadcasting Service still doesn't know what program budget or community service grants will be for the year in progress.) Such an arrangement is so totally at odds with the creation of original quality programming that public television may be irreparably damaged if it cannot break out of this cycle.

Related to and interacting with the problem of adequate long-term financing are a number of other problems. These include the substantial time and involvement that have been required of the Corporation for Public Broadcasting in program operations, which the author believes have been a costly competitor with the attention and energy necessary for the development of adequate financing; the internal system dissension over program priorities, program decision and grant making; the balance between so-called "local" needs versus so-called "national" needs with consequent waste of time, overlapping of decision making, and confusion; external criticism from Congress and the Administration regarding "centralized" decision making, program control and priorities—or of the "who" makes "what" program decisions.

The result of all the dissension, criticism, and debate at the present time is to bring public television to almost a dead stop. No administrator in the system now has the time to attack the major problems of quality programming—local and national—nor to develop the kind and amount of funding that is required.

Public television as a profession—stations, the Corporation, the Public Broadcasting Service, the National Association of Educational Broadcasters—must come forward with solutions to these problems—not Congress and not the Administration. The problems are largely of our own making, and only we can take the initial steps to their solution, even though Congress and the Administration will ultimately decide whether public television will reach its potential of service or will be a political football and be reduced to insignificance.

---

[1] *Public Television: A Program for Action, The Report of the Carnegie Commission on Educational Television*, January, 1967, pp. 87–89, 91, emphasis added.

It is not the purpose of this article to deal with specific program objectives. That is a matter of the utmost importance and will also have to be re-examined. This paper proceeds from an assumption that public and instructional programming of high quality is a continuing national need—helping to fulfill citizens' requirements for education, information, and culture through the greatest system of communication now available: broadcast television. It assumes that the reader is well informed as to the substantial progress of public television both locally and nationally in the last several years.

This article takes as its point of departure that public television has reached a plateau of performance and service that, while widely recognized and often applauded, is short of what was envisioned by everyone involved and that it fails to meet fully the promise to and expectations of the American people. The article suggests that alternative means of financing public television programming should be considered, and offers one plan.

The single most important attribute of the approach suggested is that it would maximize financial and program decision making at the point closest to the individual communities and their citizens—namely, the local public television station—while retaining essential leadership, system direction, planning, review, and arbitration functions at the Corporation.

Those members of the profession who developed the concept presented here believe that it is capable of easy understanding and articulation to the public, government, and the system, even though it may seem complex in operation and is not fully developed. It reduces greatly the appearance, as well as the potential, of anyone's being a "central all-powerful decision maker" whose capacity for mischief as well as good would appear equally effective. If, as some believe likely, "permanent insulated funding" is an impossibility or an illusion, this approach would offer an alternative to such insulation in the area of greatest sensitivity, nationally distributed programming. It would help to reduce some of the current dissension over institutional roles, grantsmanship, and the like, by more clearly defining those roles and responsibilities.

The plan here described, called the Station Program Finance Plan, assigns to the stations the decision as to how to spend the monies for local as well as other-than-local programs, through the mechanism of a common market or program cooperative owned and funded by the stations, and through which the necessary national programming is assembled, funded, purchased and distributed. The day-to-day program funding and distribution operations are directly controlled and operated by the stations, leaving the Corporation free to concentrate its attention on those major system needs which are critical to the survival of public television and which only the Corporation can successfully address.

This concept is offered in the hope that it will stimulate other and better ideas, and that it will evoke comment and discussion. *The plan it embodies is not fully developed nor fully thought through.* Realization could come only with the interest of the profession, and then only with its most critical attention. Station representatives and station managements would have to discuss it at length (as indeed they should any suggestion relating to long-term financing or system structure). There are many questions concerning the operation of a program cooperative which would require careful review before such an approach could be implemented. But it is hoped that it will help to advance mutual planning by bringing another idea into the present discussion.

Section I: A Concept: The Station Program Finance Plan

The single most critical problem facing public television today is the lack of adequate, long-term insulated financing. Many, if not most, of our other problems in public television can be traced back to this key problem, which obviously must be met and solved. It is the purpose of this article to examine a few of the difficulties that stand in the way and to suggest a possible solution.

Within the overall public television system there are two major functions: that of system planning and evaluation, and that of system operation (essentially, program production, distribution, scheduling, and broadcast). All of us in public television management have failed to some degree in each area. We started the present system under great pressures, and we have not found the time to articulate a clear-cut statement concerning our goals, to develop an internal and public consensus for those goals, nor to provide a credible process of evaluation to help achieve and refine those goals.

We need to develop a decision-making process which is both clearly responsive to diverse community interest and needs, *and understood to be such by all concerned*. We have not been very persuasive in overcoming a public and governmental image of our system as being centralist and non-responsive. In the few instances where we have succeeded to a degree in overcoming this damaging perception by our critics, we have met the further complaint that our responsiveness is not institutionally assured: that is, if the management *personnel* were to change, the system could well become non-responsive.

For public television to be successful in achieving the financing it needs to fulfill its promise, it is vital that both planning/evaluation and system/program operations be of a high order, and that the system be understandable and creditable to those whose support we ask. Our present situation is such that we tend to undermine our credibility; we fall short of achieving the necessary understanding and the required quality of planning/evaluation and operations.

The Corporation for Public Broadcasting (CPB) has as one of its basic responsibilities under the Public Broadcasting Act to facilitate development and distribution of public television programs of high quality from diverse sources. Under the present system, CPB has undertaken to perform that responsibility in part directly, by making decisions as to the scope and quantity of the national program service which it will finance; and in part indirectly, by making a grant to the Public Broadcasting System (PBS) to finance the distribution of CPB-financed program projects. The Corporation solicits the views of the stations (through the station-elected PBS Board) as to their preferences and priorities for national program services, but the Corporation itself makes the final determinations of which program projects will be funded and where they will be produced, and what proprotion of the sytem's total resources will be applied to the production of programs for national distribution.

The basic decision to finance program production directly involves the Corporation inexorably in the program decision-making process. The fact that the Corporation has decided that it should finance the production of a particular program or series necessarily implies that there has been a determination that such a program is of higher priority than other choices which might have been made, and once the program is completed, that the finished product satisfactorily meets the Corporation's expectations for it. The stations, and indeed the Corporation's Board, have concluded that the Corporation should not be involved in program operations and individual program decisions; but the Corporation's exercise of direct responsibility for the funding of program projects (and, consequently, for the administration of its grants) makes such "non-intervention" a standard which is at best exceedingly difficult to adhere to in practice. The CPB Board and staff are caught between pressure on the one hand to intervene in the regular program decision-making process whenever necessary to correct deficiencies, and pressure on the other hand to maintain the maximum degree of insulation by leaving the process entirely in the hands of the stations and their agencies, regardless of the result.

Intervention in the program process creates immediate frustrations and tensions; it may also have injurious consequences in the long run. The danger is that the time and energy which the direct responsibility for programming demands of a board and staff make it impossible for them to perform well the absolutely essential task of planning and evaluation. If the evaluator also becomes the operator, then evaluation suffers from the conflict inherent in evaluating one's own performance. In this confusing environment, system planning suffers from the Corporation's constant need to respond to "today's crisis" in programming.

The result of weakness in, and confusion of, responsibility for system planning and evaluation to date has been a failure to develop the clear-cut plan necessary to generate support for adequate long-range funding. This failure could result in less effective utilization of scarce manpower and resources. There is even a real possibility of mismanagement within the system. The failure in planning could possibly generate a strong temptation on the part of individuals, groups, or agencies both in and out of government or public television to perform the planning and evaluation roles, even though they lack the expertise and the legislative authority to do so effectively. Obviously this intervention could be very undesirable, because such groups are not likely to match CPB's knowledge of the system and sense of responsibility to it, nor have its ability to devote primary attention to system development.

On the other hand, the exercise of direct responsibility for program decision-making may have consequences which are equally unintentional but no less injurious in the short run, whenever a problem arises with a specific program, series, or producer. The old American adage that "he who pays the piper calls the tune" is an article of faith for the press, for the public, and for their elected representatives, as we have seen so clearly.[2] Because CPB is indirectly responsible for the funding of the programs, it is almost impossible to overcome the belief, however erroneous, that CPB is, indeed, "calling the tune"—or that it should be—in every case of a program problem.

When the public, Congress and the executive branch hold CPB accountable and responsible for the grant that supported the problem program or employed the producer or talent, CPB has only two choices, and they pose an impossible dilemma. CPB can act to curb or control the program or producer, but such action is likely to be regarded as "political" in nature because of the method of appointing the CPB Board and because of its bipartisan composition. The perception would persist regardless of the individual motivations of the board members. If CPB chooses *not* to intervene, however, the charge is made that CPB has failed in its responsibility, or that its lack of intervention is the result of a conscious decision which also is seen to be politically motivated.

Thus, so long as CPB has the means to act directly to control a program or a producer, any of its decisions—whether it chooses to intervene or not, and regardless of the merits of the case—can leave the impression that the decision was politically inspired. If a controversial program is produced or transmitted, it is because CPB wants "to get the Administration." If the production or distribution is stopped, it is because CPB wants "to mollify the Administration."

Unfortunately, the more active CPB becomes in the program process, the more its activity is taken by segments of the public, the press, and others as reinforcement of their suspicion that CPB is (or could become) an instrument for political action. Because of the complex nature of the system, and because of the tendency to confuse objectives and overlap responsibility, then the greater the degree of intervention, the more likely it is that the existing problems will be aggravated and new problems created. The total effect of intervention in the program process—though intended to ameliorate problems—is, as often as not, to escalate the problems and to create an apparent need for further intervention. It follows as a natural conclusion that there would be increased centralization and a reduction in station control. The ultimate consequence could well be lost esteem with public television's supporters and, most importantly, the public. The hidden danger is that such a centralized system could provide the opportunity in the future for real manipulation of programming if someone were to come to political power in this country who would want to pursue such a course.

---

[2] "We hear, as pointed out by Mr. Macy when he testified on June 13, 1972, during confirmation hearings for the new CPB Board nominations, that PBS is structured as a station membership organization and that local station managers control the PBS Board. This is true, and to some extent it allows the local stations an important voice in national program selection and scheduling. But it is also true that virtually all of PBS's funds come from CPB, and, as a practical matter, CPB calls many of the tunes when it pays the PBS piper." [Report No. 92-892, Committee on Commerce, U.S. Senate, June 20, 1972; Supplemental Views of Messrs. Baker, Cotton, and Griffin.]

Given the process of selection and the bipartisan nature of the CPB board, the actualities of federal funding, and the risks of program selection and production, the present program grant arrangement is frustrating to CPB, PBS, and the producers. It obstructs the progress of public television funding by creating controversy and undermining public confidence, and by inviting outside manipulation of the system.

In sum: confusion of the planning/evaluation and program operating roles risks both the loss of adequate system planning and evaluation and a cycle of deepening, frustrating, and unrewarding involvement in program operations by the Corporation. Either result tends to diminish effective station/community participation in the program process, and makes it more difficult, if not indeed impossible, for the system to operate so as to persuade the public and its representatives that adequate, long-term financing is warranted.

If the problem is, indeed, grounded in the present arrangements for the financing of ongoing program production, a possible solution may lie in a reordering of those arrangements.

Essentially, what is needed is a strengthening of public television's primary functions of system leadership/planning/evaluation and programming operations by establishing more clearcut and easily recognizable divisions of responsibility for these functions. The suggestion made in this article is to initiate a Station Program Finance Plan (SPFP) in which the Corporation for Public Broadcasting would be responsible for system leadership, planning, and evaluation; and the stations for program decision making and operations.

The Role of the Corporation for Public Broadcasting

The Corporation would exercise its leadership and responsibility for the system in four interrelated ways. First, it would realize its broadest function of providing a policy overview to the directions of public television in America. In doing so it would develop a strong planning and evaluation capability to consider the key variables which will most significantly affect public television: changes and developments in communications technology; significant related industry developments and innovations; direction of regulatory decisions on the future options of public television; and changes in public needs and interests, including the public's perceptions and expectations of public television.

From these projections, both long and short range, would come specific, rational determination of appropriate goals for public television and interim objectives and plans to achieve those goals. How, for example, can public television have sound system growth which serves stated public needs while maintaining fiscal responsibility? How can public television develop a national inventory of community needs as a basis for program planning and for financial support at all levels?

From the planning and evaluation and the objectives which will be their product, the Corporation can develop a rational and clear plan of "advocacy" for the system. Such "advocacy" would include attention to the permanent future financing of public television, given technological and other variables and a clear proposed direction for the industry, from both federal and non-federal sources.

Second, the Corporation would provide special services to the system and its members toward the goal of improving their on-going capability to identify and serve community needs. The Corporation would address specific management, professional, and technical problems related to day-to-day station business and ongoing practical decision making: How can the cost of station operation be controlled through new management techniques, better systems and equipment design, mass purchasing, etc.? What are the program needs of my community and how better can I ascertain them? How can I assemble the professional staff and the community financial support that I will need to do the job? What steps, locally and in concert with my fellow UHF stations can I take to achieve signal and coverage parity with the VHF stations?[3]

Third, the Corporation would play a new and crucial role in programming. While it is fundamental to the finance plan that the stations individually would determine basic balance and regular program needs, the Corporation must focus its attention on long-range needs of the system. The Corporation must respond to the need for truly experimental and innovative programming, testing new programming philosophies and possibly examining the prospects of programming five or ten years from now. Additionally this programming function would "fill the gaps" in the program plan the stations devised and would provide an extra opportunity to be certain that the station-operated system offers a balanced schedule which responds to all public interests. Because this grant activity is a selective process rather than a comprehensive one, the Corporation should be spared the time-consuming and volatile process which now affects program decisions. The result would be that the Corporation could be more effective in providing leadership and ensuring balance than it can be at present when it is burdened with comprehensive responsibility for program operations. In sum, the Corporation's role in programming is that of innovator, philosopher, catalyst, and conscience, rather than that of operator.

Finally, given the diverse interests which will always affect public television and the real need to serve several "publics," it will be necessary for the Corporation to act as a judge/arbiter when system needs and interests collide or when the system's operators lose sight of the public interest in any respect. This role can only be adequately performed when the organization has the time, the detachment, the professional interest, and the dedication to earn and keep the respect of the system *and* of the public.

The Role of the Public Television Licensee

CPB having been defined in terms of its role in system design and leadership, the ongoing program decision-making function would accrue to the stations. The public television stations would become the system operators in every respect, working individually and through their designated agencies. All program decisions, good or bad, from the decision to fund to the decision to broadcast, would be their responsibility alone.

---

[3] The inadequacy of most UHF facilities is probably one of the most serious impediments to the ability of PTV stations to provide a first-class service to their communities. Sixty per cent of the PTV transmitters are U's, and they comprise 40 per cent of *all* UHF television stations. While in a very few instances it may be possible for a UHF station to "drop in" to a V allocation, it is likely that most will continue to be U's.

It should be possible for the Corporation to embark on an immediate project to provide parity between U's and V's. The key elements of the problem are (1) the inability of the U's economically to transmit a signal strength comparable to the V's, and (2) the inadequacy of most home receivers for UHF.

To get at the signal strength problem, the first step might be to determine whether, indeed, the present 5 megawatt limitation is high enough, and to get the FCC to raise the limit, if necessary. CPB might then procure the design of a UHF transmitter-antenna-tower combination at the stated maximum power, fully automated and remote controlled, but with significantly lower power, tube, and maintenance cost characteristics than the equipment currently available. The design should then be put out to bid, and a mass purchase made of sufficient equipment for all present PTV U's, and those anticipated in the near future. The unit cost might not be significantly greater—might, indeed, be less—than the present approach of piecemeal, station-by-station purcase of inadequate equipment.

To get at the reception problem, CPB might develop specifications for home receivers with equivalent ease of tuning and picture quality on the V and U bands. The specifications should be published to the manufacturers with the understanding that those which meet or exceed the specifications (a) would be entitled to display the "CPB Seal of Approval" on sets at retail, and in its advertising, (b) would be identified by CPB, PBS and the stations on the air and in print media announcements, (c) would be identified in notifications by CPB and the stations to federal, state and local government purchasing agencies, schools, and universities.

With the cooperation and assistance of the commercial U's (60 per cent of all U's) the net out-of-pocket cost of the campaign to public television would be minimized. Note: The FCC is now working on the "ease of tuning" problem—but there is much more to be done to the problem of tuner sensitivity.

Under such an arrangement, programming would be, and would be *perceived* to be, the result of *station* and *community* needs rather than political expediencies. CPB would be seen to be facilitating those station decisions, rather than be suspected of controlling programming for its own purposes. Whatever is produced nationally would be the result of a consensus of the 140 or more licensees, their managements, boards, institutions, and communities, rather than of a small group of program planners at the national agencies. Whatever is broadcast locally, and what constitutes proper balance between local and national programming, would be locally determined and understood to be so. Additionally, program decisions can be stated in terms of specific objectives of licensees, offering a positive rationale—in effect a "clear" decision-making process—which can be evaluated openly on the basis of local requirements. The Corporation would be free to perform the critical leadership role which it alone can perform and to exercise effectively its particular skills in strengthening public television.

Once the spectre of centralist programming is removed and a clear-cut delineation of responsibilities is articulated, it is quite probable that the prospects for adequate, long-term financial support would be greatly enhanced.

However, the principle of total station/licensee programming responsibility, laudable though it may be, cannot achieve the objectives the Congress set forth in the Public Broadcasting Act, unless the means of implementing the principle are also practical and realistic. The basic elements of a Station Program Finance Plan would include:

1) Federal funding through the Corporation of public television stations (licensees) by means of an agreed-upon formula for distribution and criteria for eligibility.
2) This funding to cover support (a) for general station activities, including local program production, and (b) for the purchase and distribution of programs from non-local sources. The decision as to which and how many of these activities are to be undertaken and supported is to be the licensees'.
3) An interest of sufficient stations to support a program cooperative of their choosing for the purchase and distribution of programming from any appropriate source. This programming must be of a quality and quantity to meet the needs of the stations and their communities in all their diversity.
4) A set of safeguards and incentives that ensure as far as possible that the funds are used to benefit the stations and the public in the broadest and best possible way. Attention needs to be given to providing safeguards and incentives for the following concerns: that the monies be used to enhance the offerings of public television, not to replace existing support; that additional local financial support be encouraged; that a reasonable balance be struck between local and other-than-local originations; that innovation, divergent views and opinions, and attention to minority interests be encouraged, and certainly not discouraged; that the funding and program expenditures bear a relationship to the number of people that a station is called upon to serve and the effort the station expends in that service; and that the program cooperative be organized so as to permit participation by all licensees according to their circumstances and the needs of their communities.
5) Sufficient initial funding for the system, for a sufficient period, with annual escalation for inflation and system growth, such that stations are permitted effective options and the SPFP concept can be thoroughly evaluated.

6) An initial capital fund for the program cooperative and producing organizations to initiate the system.
7) The means and the authority in the Corporation to supplement and complement the operation of the basic program system, through the independent financing of special and innovative program projects for potential station use.
8) The stations, in turn, if they decide to participate, should commit themselves to the program cooperative for a period of two to three years to assist in the transition and to help stabilize the production and exchange mechanism. If such a commitment could not be obtained from a sufficient number of stations to provide the "critical mass" required the plan should not be begun.

As one begins to think of a specific and detailed model incorporating these elements, it is important to bear in mind that the plan must (1) be effective in producing a balanced program offering which meets a variety of audience needs in concert with the stations' own local production; (2) be flexible enough to adapt to new and changing program needs; (3) be efficient, economical, and equitable in its operation; and (4) enjoy widespread system support.

The next sections of this article describe in some detail one possible model with its constituent parts. The model should be taken as just that: a theoretical model, not a concrete proposal. Substantial study and refinement would be necessary before this or any other model could be put into practice. Nonetheless, from the work done in constructing this model, it is apparent that a design for the operation of the system by the stations can be achieved and that this approach is practical.

The idea of a station-financed program process is not novel; it has been suggested before as an option for national public television and has in fact been put into operation at the regional level. In previous discussion, several characteristics have been cited as sources of concern about the feasibility of such a system on a national scale. On reflection it seems the risks have been overestimated and are surmountable.

A principal concern has been that the number of stations electing to participate in a cooperative service might not be sufficient to provide the dollars necessary for a "critical mass" because local demands would "drain away" a large part of the available funds. The stations, however, have always shown that they want and need an other-than-local service to a substantial degree. In the early days of educational broadcasting, when money was much harder to get even than now and the stations had to pay to get other-than-local programs, they did so. The economics of scale demand a pooling of resources and interests, and the stations have recognized this, for example, in their advice to CPB and PBS regarding the funding of programs for national distribution. The stations are managed by dedicated professionals, who, while varying widely in their resources and their access to the kind of management information that they need, seriously consider the interests of their communities. We believe that, given an opportunity to exercise *real* responsibility for all aspects of their programming, they would be able to substantially improve their service to those communities.

To be sure, a large proportion of the funds that would flow to the stations would be reserved for local program projects and not invested in the cooperative. But to characterize such local service as a "drain" on the system's resources is to miss the point; it implies that the stations exist for the benefit of the national program service, rather than the other way around.

Another stated concern is that a system that depended on the concurrence of 140 or more managements might stunt creativity and innovation if an insufficient number of stations were willing to support any particular innovative program project. Public television stations have been far more willing to try new programming than any other broadcast group, and certainly more willing than their critics give them credit for. However, the answer should not rest on past performance alone; it is essential that there be a major use of pilot production as an integral part of any cooperative plan. This would minimize to a great extent the risk to the producer and the distributor and, most importantly, the risk to the stations in spending money on a poorly conceived or executed new program idea. Of course, even with a proven and tested idea there may still not be enough total interest to support a really innovative undertaking. Here it is important to recognize that there is a variety of sources—CPB, foundations, government agencies, corporations, individual stations on their own, as well as the cooperative itself—which are able to finance programs for offering to the stations. It is worth noting, though, that the stations would no longer be *dependent* on non-station controlled sources for programming.

Unless steps were taken to avoid it, the infusion of such large sums of money into individual stations might have a "replacement effect" on a portion of their local funding. This is quite likely under the present CPB/station distribution plan as more money is directed to the stations. A new formula should be developed to provide incentives for increased community/institutional support and strong disincentives to any reduction of local support. Ideally, any decrease in support at a local station should be isolated to that station and not be at the expense of the other stations. (Section II presents one model for such a funding arrangement.) In any case, quite apart from consideration of a program cooperative, the problem of ensuring maintenance of local effort must be solved as federal funds to stations increase substantially.

There are other questions that should be studied about the effect of a program cooperative on the progress of the system and about its operation. The suggestion offered is not a panacea or a pat solution, for there are no handy pre-tested plans to solve the problems. The basic proposition has merit, but, before it is implemented, it should bear the closest scrutiny by the stations and all others interested in the future of public television.

The principal advantage of the SPFP is that it places national as well as local program decision making where it should be: in the hands of the stations. It is the licensee who is closest to the needs of his own community. The plan allows programming and programming decisions to be evaluated and reviewed in terms of the specific objectives of the local stations: stations whose criteria of community service are as diverse as its population and as explicit as the special needs of each group. The stations themselves, in the exercise of this responsibility, would make the determination of the proper balance between national, regional, state, and local program sources in their service.

In addition, as the plan establishes the 140-plus licensees, their boards, managements, and communities as the decision makers, it has the benefit of diffusing real or potential political pressure. In the past, as programming has taken its direction from two or three sources, these sources have been inviting targets, no matter how responsible and responsive their efforts to serve station needs. This has impeded both system operation and the prospects for obtaining long-range financing. However, if programming takes its direction from the collective decision of the licensees, criticism of the results becomes criticism of the licensees' knowledge and judgment of their own communities' needs—a criticism that is much less reasonable from a political perspective than a critique of the "central" agencies. Establishing the licensees as the buffer between federal money and public television programming is probably the best insulation short of a permanent trust fund.

The plan also removes to a considerable degree the spectre of a government-run or government-dominated system. Although the stations can be threatened, their numbers will help to moderate any undue pressure, whatever the source. The plan should engender support both from the stations and from the government—since it provides for the clear exercise of responsibility at the grass roots through local determination: an objective of the Carnegie Commission and the Congress, and representative of American broadcasting in its best form.

The requirements of strong planning

and administration can be combined with locally responsive program decisions through a careful and thoughtful delineation of responsibilities. The SPFP would see the Corporation providing overall system leadership, planning, evaluation, program innovation, and technical operations as well as development of adequate and insulated long-term financing. The stations have long had the theoretical responsibility for ascertaining their communities' needs and developing a program service from all sources to reflect those needs. The SPFP would, for the first time, give them authority commensurate with that responsibility.

Section II: A Possible Model for the Distribution of Funds to Stations

The mechanism for the distribution of funds to stations under a Station Program Finance Plan (SPFP) assumes paramount importance since these dollars affect to a substantial degree the ability of a station to be responsive to the needs and interests of its community. An equitable, efficient, and understandable method of distribution is essential if the SPFP is to operate effectively and enjoy widespread system support. Only then will the system provide expanded, improved, and more dependable service, an essential prerequisite to adequate long-range funding.

The present formula for the Corporation for Public Broadcasting's "community service grants" to stations has been generally regarded as satisfactory and equitable at modest levels of support. That formula, and the discussions which have surrounded its development, should serve as the starting point in the search for that elusive formula which will fully and fairly reward each station in proportion to the magnitude and complexity of the job it must do in its community, and in proportion to the quality and intensity of its effort to serve community needs.

In the past, station community service grants have been solely dependent on a station's budget; e.g., in the past year, stations with budgets between $100,000 and $250,000 received $25,750, while stations in the next higher budget bracket received a larger amount. This is a usable and understandable construction, but the "step-scale" characteristic does not permit precision. Nonetheless, although it does not recognize some factors that might be involved in determining a station's service to its community, the budget measure is a simple and recognizable indicator of a station's attempt at service.

Experience with the community service grant program to date does not yield sufficient information on two points crucial to any mechanism for the distribution of funds. The first is that the small size of the current grants, as a proportion of total station operating income, tends to minimize the effects and the necessity of refinements in the formula. Since total dollars are few, a quirk or inequity in the distribution of station grants has only slight effect on a station's ability to produce local programming, and does not affect at all a station's access to programming from other sources or from the national interconnection system. With the bulk of the system's program funds distributed to the stations under the SPFP, however, the range of any station's program options—including its access to the programming cooperative—would be extremely sensitive to variations in the distribution formula. Thus, although the community service grant program to date provides useful background, it does not supply precise information on how to proceed.

The second point concerns community support and involvement in the operation of the local station. While the "replacement effect" (the tendency of local sources of support to withdraw as a station's other, primarily federal, income increases) has been negligible under the community grant program due to the small proportion of stations' budgets represented by the grants, the much larger grants under SPFP make avoidance of the effect a major concern. A significant replacement effect could prove disastrous if, as expected, the size of the federal appropriation is linked in some way to total non-federal or local support. Further, it is important that *every* community have the maximum incentive for increasing its support of its local station. The ability of the stations collectively to support needed common services under SPFP is no greater than the sum of their individual abilities to do so. If the support for a dozen stations were to fall (even though support for the system as a whole increased), then those stations would be less able to maintain their proportionate support of common services, and the burden on the other stations would be increased accordingly. Hence the station's ability to maintain and expand total service, local and national, depends indirectly on increasing financial resources at every station.

There are many possible bases for the distribution of funds to stations under the SPFP, including the budget criterion used currently in the community service grant program. Recent discussions of the service grant program by a station advisory panel have centered on three particularly appropriate factors for the distribution of funds: station potential audience, station operating budget, and non-tax income.

Distribution by Share of Audience

Distribution of funds by share of potential audience recognizes that the magnitude and complexity of the task facing a public television station is reflected in the size of the station's potential audience. Stations serving larger areas (whether major urban centers or statewide networks) serve more diverse audiences and usually face higher operating costs. Distribution of funds solely on the basis of potential audience, however, would introduce inequities. If the weight assigned to a potential audience factor in the distribution formula were unfairly large, windfall funding would accrue to all stations in large markets regardless of whether a given station had developed a strong base of local support and service. Conversely, such a formula would not fairly reward those enterprising stations in smaller communities which have provided outstanding service and established substantial local operating budgets on a per capita basis. Further, as funding levels increased, the formula would not adequately reward those licensees who expand the fiscal base of the entire system through effective local fund raising.

It does seem appropriate, however, that some factor reflecting the size of the audience a station is responsible for serving should be included in the distribution formula.

Distribution by Share of Budget

A station's operating budget is a measure of the effort expended in service to the community. While distributing funds according to potential audience recognizes the responsibilities facing the station, the use of share of budget to allocate funds among stations attempts to reward them for the magnitude of their effort to serve the community.

Distribution of funds solely in proportion to operating budgets would maximize the incentive for local support, but might impair the chances of a new station with a small budget relative to the size of the community it serves (or of a new state network system, for example) ever generating the "critical mass" of staff and programming needed to attract an audience and local financial support. Further, it does not account for the differences in communities' relative abilities to support their stations.[4]

Nonetheless, it has generally been recognized that operating budgets fairly measure some aspects of effective performance by a local station. Further, using the operating budget as a factor in the formula would facilitate the passage of federal matching dollars in some proportion to those stations actually increasing their local non-federal support (and hence increasing the size of the Trust Fund for public television as proposed in recent legislation).

Distribution by Share of Non-Tax Income

The distribution of funds in proportion to share of non-tax income has the advantage of encouraging and rewarding community support for the local public television service. Although it might tend to bias the distribution in favor of communities with greater per capita income, the use of share of non-tax income as a basis for the distribution of funds does strengthen the incentive for the station to serve the needs and interests of its constituents. Further, as the "community" stations have learned, the importance of non-tax income to a station is even greater than its magnitude would indicate, because it is often the station's only (or at the very least, its principal) source of truly "discretionary" income.

---

[4] One suggestion has been made that the budget factor ought to be corrected for the per capita income of the community served.

The use of non-tax income as a major factor in the distribution formula is not without its flaws, however. Such a distribution would put stations operated by state agencies or local school districts at a serious disadvantage, since some are barred by law or policy from soliciting individual contributions. Even those not legally inhibited would initially be disadvantaged as compared to the "community owned" licensees which, as a group, account for more than 90 per cent of all individual contributions to the system. Support from the private sector is an important element, however, to stations serving most of the country—not only because it generates truly discretionary funds but also because of the significance of such activity in strengthening the direct bond between a station and its community. It is also possible that private support, and particularly individual contributions, provide one of the most significant opportunities for enlargement of station (and hence total system) support, particularly at stations which have not yet been able to embark on substantial membership campaigns. The station advisory panel on the community service grant formula has discussed inclusion of a factor for non-tax income, and that would seem to be an appropriate step.

A Format for the Distribution of Funds to the Stations

Given the limitations of any one basis for the distribution formula, a combination of factors should best determine the allocation of funds. One model for a distribution formula follows: it is one of several variants currently being discussed by the CPB staff and the station advisory panel. The author believes it meets most of the criteria discussed, and that it would encourage the growth of the local station and of the public television system as a whole. It should be emphasized, however, that this is just one possibility for the formula, and that specific weightings of factors are subject to variation. Other constructions are being investigated and, should they prove better should be adopted.

The elements of the distribution formula construction are: (1) a factor for the *potential audience*, to fairly recognize the task facing the station and to encourage it to undertake the challenge broadly; (2) a factor for the adjusted *operating budget* of the station, to recognize the efforts of the station to serve its community; and (3) a factor for the ***non-tax income*** of the station, to encourage it to continue to respond to the needs of its community and thereby to increase its support from the private sector.

Prior to the application of the formula, an equal "base grant" would be allocated to each qualified station regardless of size or situation, to assist all stations in meeting fixed operating costs and the basic services of the program cooperative.

The station allocation might be summarized as follows:

$$\text{station grant} = \text{base grant} + \text{station variable grant}$$

$$\text{base grant} = \frac{\text{base grant fund}}{\#\ \text{licensees}}$$

$$\text{variable grant} = \text{variable grant fund}\ [\text{constant} \times (\text{adjusted operating budget}) + \text{constant} \times (\text{potential audience}) + \text{constant} \times (\text{non-tax income})]$$

The "Television Station Support" fund to which the formula would be applied would be equal to the total federal allocation for the year, less allocations for CPB direct activities and public radio activities.

Allocation for System Administration. An allowance of a proportion of the total fund would be deducted to cover the planning, evaluation, research and development, and program innovation activities of the Corporation for Public Broadcasting.

Radio-Television Allocation. From the remainder, funds for radio and television would be separated out according to a determination reflecting the cost differentials between the two media, or reflecting the relative contribution of radio and television stations to the Trust Fund. (Such an allocation does not assume the SPFP concept can or should be applied to public radio. Public radio stations have problems unique to their medium and system. This suggests a separate study for radio.)

Base Support Grants. The amount allocated for "Television Station Support" might then be divided, 20 per cent going into a "base support" fund, and 80 per cent into a "variable support" fund. The base support fund would be allocated equally among all licensees, assuring each station of a minimum contribution toward the maintenance and improvement of its local service. For example, with the total television grant fund at a level of $75 million, each of 159 licensees would receive approximately $94,000 from the $15 million available as a floor of federal "base" support.[5] This minimum would increase with the expanding level of the Trust Fund. The "basic support grant" to each station should be at least enough larger than the present average CPB station grant to permit each station realistically to elect membership in the program cooperative and also to make a significant contribution to upgrading the local service of every station, regardless of size.[6] Conversely, the proportion of the available funds distributed as *fixed* "base" support should not be so large as to blunt the incentives that can be built into the *variable* fund; for the growth of the total Trust Fund, and hence of both the variable and fixed distributions, depends in large part on the effectiveness of those incentives.

Variable Support Grants. The remaining funds could then be distributed to licensees according to a formula reflecting the potential viewership, the operating budgets, and the non-tax income of each individual station, as proportions of the system total. The first year of a five-year financing bill, FY 1974 for example, would become a base year against which performance of the local stations—and further grants—would then be measured.

The actual first-year allocation to each station could be based on that station's percentage of the national potential audience (as measured by the best available census data on population within a measured coverage contour), and its percentages of the total national operating budget, and of total non-tax income, respectively (as determined by a systemwide audit, and a standardized accounting system). The local operating budget, as a prime measure of the station's success in mobilizing resources for community service, and the population factor, as a measure of the station's responsibility, might then be double weighted. Thus, 40 per cent of the variable fund would be distributed according to budget, 40 per cent according to population, and 20 per cent according to non-tax income. The formula would provide a double set of incentives to the station; expansion of its transmitter power and coverage area would increase its population as a share of the total, and hence the size of its grants. Moreover, increases in local contributions and state grants, as reflected in the station's operating budget, would increase its share of federal funds on a double-weighted basis.

Station Grants under One Distribution Formula. To illustrate the distribution of funds to stations under the SPFP, the following formula has been used:

---

[5] The author believes that $100 million should be considered a floor for long-term financing for public broadcasting, and that at that level 25 per cent of the total might be allocated to the CPB and radio activities described above. The sum is slightly higher than the figure ($90 million) projected for FY 1974 in the Public Broadcasting Act of 1972, as introduced by Congressman Macdonald. The number of licensees is PBS's projection for FY 74; there are presently 139 licensees, and another 20 are expected over the next two years.

[6] The present average CPB station grant is approximately $32,000. The proposed program cooperative membership fee might be $25,000 (see Section IV). From an average "base" grant of $94,000 then, a station which elected membership in the program cooperative would retain $69,000 for improvement of local services.

$$\text{base grant} = \frac{20\% \text{ of total station funds}}{\text{licensees}}$$

variable grant = 80% of total station funds ×
[.4 (share of total local budget) +
.4 (share of total grade "A" contour population) +
.2 (share of total non-tax income)]
base grant + variable grant = station grant

Table 1 with grade "A" contour population and local operating budget as the axes, shows the average grant to stations in different population and budget categories. It indicates that an average station with fewer than 200,000 potential viewers within its grade "A" contour and a local operating budget between $200,000 and $400,000 would receive a total grant of about $171,000. The base grant would be $94,340, the balance of the total grant being a variable grant of approximately $77,000.

Data for the calculations in Table 1 are the best currently available. The financial data on local operating budget and non-tax income are from the CPB fiscal year 1970 Annual Television Survey. Grade "A" population estimates were based on 1970 census data. It would of course be necessary to agree on precise standards of measurement before such a distribution formula could be implemented.

Subsequent Years: Incentives for Growth, Disincentives for Replacement Effect

If funds were distributed to stations solely on the basis of their audience potential, current operating budgets, and non-tax income using the variable station grant formula, there might be inadequate incentives for vigorous local fund raising. An individual station's federal allocation would still increase with the growth in the total Trust Fund even if its local support fell off. Some communities might grow complacent and let others do the fund raising, and the local manager would not have an effective tool to counter that tendency. Communities which actively supported their stations, on the other hand, might slacken their efforts if their stations did not benefit directly and proportionately to that effort. This imperfect set of incentives might fail to generate sufficient motivation within the system for a rapid rate of growth in the Trust Fund. Overall system growth, under the legislation that has been suggested, requires a precise and demanding set of incentives for each community to provide its full and fair share of support for the public broadcasting system. Every effort should be made to maximize the stations' incentives in this regard: to reward those whose extraordinary effort benefits all of their sister stations.

Conversely, there is a real danger that the availability of increased federal support might tempt present sources of sta-

Table 1—Station Grants by Population and Budget

Grade A Population	Local Budget						
	0-$200,000	$200,000-$400,000	$400,000-$600,000	$600,000-$800,000	$ 800,000-$1,000,000	$1,000,000-$2,000,000	Over $2,000,000
0-200,000	130,000	171,000	238,000	277,000			
200,000-400,000	157,000	218,000	290,000	367,000	458,000		
400,000-800,000	215,000	235,000	327,000	447,000	375,000		
800,000-1,200,000	255,000	303,000	381,000	506,000	457,000		
1,200,000-2,000,000	287,000	440,000	430,000	555,000	669,000		925,000
over 2,000,000	1,251,000	722,000	759,000	726,000	1,119,000	1,084,000	2,356,000

tion support to scale down their efforts, and thereby to dry up the stations' local support while slowing the growth of the Trust Fund. A strong disincentive to that result should be built into the formula.

One approach might be, after the first year, to reward stations with bonuses—or deductions—from their prior year's total support grants according to their individual contributions to the growth of the Trust Fund in the preceding year. In effect, any *increase* in the Trust Fund from one year to the next would be allocated on the basis of the proportion of that increase directly attributable to each station's local fund raising efforts, not on the basis of the weighted average budget/population formula used for the variable support grants.

Increases in the Trust Fund from one year to the next would thus be distributed only among those stations which had increased their local non-federal support—and hence had contributed to the growth of the total Trust Fund. The *loss* in the Trust Fund attributable to stations whose non-federal support had fallen off—even though that loss were more than offset by other stations' increases—would be divided proportionately among the stations in that category. Each station's proportionate gain or loss in this regard would be added (or subtracted) from its prior year's grant, and the new total would establish its base for the subsequent year, and so forth. Stations whose local support had increased would not suffer, even indirectly, because other stations' support had fallen off.

Illustration. Suppose that, in a given year, 20 stations lost (between them) $1,000,000 in local non-federal support, and this resulted in a loss in the Trust Fund of $500,000 (under Congressman Macdonald's 1:2 matching formula). Five hundred thousand dollars would then be deducted from the support grants of those 20 stations, proportionately. (If Station A accounted for 10 per cent of the loss, or $100,000, it would suffer 10 per cent—or $50,000—of the deduction.)

Suppose that, at the same time, 130 other stations gained, in the aggregate, $23.6 million in new local non-federal support; and that this resulted in an increase in the Trust Fund of $11.8 million, or an increase in the Television Station Support fund of $10 million after the allowance for CPB. The year's increase in the Television Station Support fund thus becomes an *Incentive Fund:* each station among the 130 would receive an allocation from this Incentive Fund in direct proportion to its share of the total increase in local funding. Thus, if Station B's local funding had increased $236,000 (1 per cent of the total) it would receive an incentive grant of $100,000 (1 per cent of the Incentive Fund). In effect, every station would know that it would gain, or lose, almost 50 cents in federal support for each one dollar change in local funding.[7]

It may be observed that, in the preceding illustration, the total Trust Fund would not actually grow by as much as $11.8 million, because the other 20 stations' $1 million loss in local non-federal support would result in an offset of $500,000, reducing the net increase to $11.3 million. Recall, however, that those 20 stations bore a reduction of $500,000 from their prior year's grant level. That sum is added to the Incentive Fund, replenishing it to the level that would have obtained had there been no losses.

To illustrate, examine the performance of several hypothetical stations (Table 2). If stations E and F had remained level, rather than losing local non-federal support, the total increase in non-federal support for these six stations would have been $425,000; the increase in the Trust Fund would have been $212,500; and the increase in support for stations A–D would have been $180,625 (after allowance of 15 per cent for CPB). In fact, the increase in the Trust Fund was only $140,000; but the addition of the $72,500 disincentive deductions from stations E

---

[7] The product of the factors—50% to the Trust Fund, 85% to the Licensee Fund—is .425. The Incentive Fund is in lieu of Base Support and Variable Support funds, so no allocation is made for that purpose. Radio incentives come from the Trust Fund increase attributable to the increase in non-federal support for radio during the year.

Table 2—Relation of Non-Federal Support and Incentive Payments

Sta.	FY 74 Grant	Change in Non-Federal Support From FY 73 to FY 74	Incentive Payment FY 75	Disincentive Deduction FY 75	Total FY 75 Grant
A	$ 290,000	+$ 50,000	$ 21,250	-0-	$ 311,250
B	425,000	+ 100,000	42,500	-0-	$ 467,500
C	1,250,000	+ 200,000	85,000	-0-	$1,335,000
D	2,500,000	+ 75,000	31,875	-0-	$2,531,875
E	550,000	− 45,000	-0-	−$22,500	$ 527,500
F	3,000,000	− 100,000	-0-	− 50,000	$2,950,000
		+$280,000	$180,625	−$72,500	
CPB	—	—	31,875		
			$212,500		

and F brought the total back to $212,500. Thus, those stations which increased their local support are in the same situation that would have pertained had there been no losses; stations E and F bore the entire impact of their loss of local support.

In subsequent years (FY 76 in the example above) if stations E and F were to improve their non-federal contributions in FY 75 over FY 74, they could once again share in the increase in the overall amount of the Trust Fund. Thus, the incentive remains year to year for every community to increase its support of its local station, and certainly to avoid any erosion of that support.

After several years in which the station's grant is equal to its base year (FY 74) grant plus or minus any incentive grants or disincentive deductions based on its history of local support in succeeding years, a new base year might be established (e.g., FY 77 in Table 3). In the new base year, the Trust Fund is again distributed according to allocations for CPB, radio, and television fixed and variable support, the latter determined according to a population/budget/non-tax formula. Adjustments are made in consideration of the experience of the intervening period since the first base year; and the new calculation reflects, for example, increases in a station's share of the potential audience attributable to increased transmitter power or other capital improvements—

Table 3—Pattern of Allocation of Funds

	(Thousands of Dollars)			
	FY 74*	FY 75	FY 76	FY 77*
Funding level (hypothetical)	$100,000	$125,000	$150,000	$175,000
Television (75%)	75,000	93,750	112,500	131,250
Base Support for TV	15,000	———	———	26,250
Variable Support for TV	60,000	———	———	105,000
Base level carried forward previous year	———	75,000	93,750	———
Incentive Support for year	———	18,750	18,750	———

*Base year (see text).

as well as increases in its budget and in its support from the private sector.

Over a period of four years, the pattern of allocation might be as shown in Table 3, if the CPB-station, radio-television, and fixed-variable allocations were to remain the same.

Other Considerations

Development Bank. In order to have the means to offset any disparities in the distribution of station grants, CPB might establish a "Public Television Station Development Bank." The bank could make (or guarantee) loans to stations which persuaded its officers that, with such an assist, the station could make so substantial an improvement in its local support—and hence in future federal grants—that it could more than repay the loan out of those increases.

This might be true particularly of stations with a small budget base in populous communities. Many such stations have discovered that a modest additional investment, by extending and improving the service, pays disproportionate dividends in greater community awareness and support. In such circumstances, the station might reach a "take-off point" with the aid of supplemental loan funds.

Standards of Measurement. Although, as noted, the illustrations in the preceding discussion are based on the "best data available to us," we can be almost certain that there are substantial discrepancies present, and that on examination many of the stations cited would discover and report such discrepancies. Since, in any formula approach, errors in the data have a significant impact on the size of the station's grant and thus on its ability to serve its community, it is essential that the data be clear-cut, precise, and incontrovertible.

For measurement of potential audience, the standard might be the station's Grade A or B coverage contour, as reported to the FCC, and official U. S. census data on population within that contour.

For measurement of financial effort, a standardized accounting system, with published rulings on inclusion or exclusion of certain items, would probably be necessary.

System Planning. Public television has made fitful efforts over the past two years to develop a coordinated plan for system growth, and criteria for eligibility for grants, for interconnection, and the like.

Commencement of grants to stations on the scale here contemplated would be disastrous without such criteria. With HEW financing up to three-quarters of the cost of equipping a new station, with the CPB providing annual grants of $100,000 and up, and with the prospect of access to a very inexpensive program cooperative, the economic inducement to construct broadcast stations becomes virtually irresistible—even where there is no semblance of community support, or where the most rudimentary cost-benefit analysis would indicate that a technology other than open circuit broadcast would provide comparable service at less cost. In the absence of restraints, the prospect of a $100 million "kitty" to be distributed to all stations would result in an accelerating proliferation of new stations and the bankruptcy of the system.

The principal impediments to the development of criteria seem to have been two: (1) concern on the part of some existing stations that they would not meet the criteria, and (2) sensitivity to the anticipated charge that the development of criteria represents an effort by the "haves" to deter the extension of public television service to the "have nots," in order that the "haves' " share of the "kitty" might be larger.

The first problem cannot be resolved to universal satisfaction. It is quite possible, if not probable, that there are already stations in existence in communities which do not have the base of support to maintain their viability in the absence of external subsidy. Conversely, the alternative of "grandfathering" all existing stations is difficult to defend and to reconcile philosophically with the effort to develop criteria, or minimum standards of service, in the first place. Short of "grandfathering," however, the problem should be ameliorated by the creation of a national task force (with support from CPB, NAEB, PBS, and other stations) dedicated to an all-out effort to raise the performance of every station to the minimum level within the stated period. But the problem will only be resolved, finally, by the stations' recognition that the consequence of inaction would be an accelerating deterioration of their own service, and that the public television system cannot responsibly allow that to happen.

The charge that the "haves" seek to deny the "have nots" for their own gain cannot be ignored, but it is specious and should not deter the development of an orderly plan for the extension of public television service. The charge would seem to rest on the dubious proposition that broadcast technology is the best and only means, now and in the future, of providing public television service to the public, and that any audience not now served is entitled to a broadcast transmitter as soon as possible, without any regard for the consequences of such a principle for the quality of service to all of the audiences that are presently and hereafter to be served. One may agree that such a proposition is irresponsible, but it is not likely to be demonstrated as such in the absence of a master plan for the extension of public television service to all presently unserved audiences by the most economical means, broadcast or otherwise, and at such a rate as not to impair the quality of the service. The plan should have the concurrence as necessary of the FCC, HEW, and the appropriate state telecommunications authorities.

Administration of the Distribution Formula. During the recent legislative discussion, there was much debate as to whether the "formula" for distribution of grants to stations ought to be included in the statute, or whether it ought to be left to the administrative discretion of the CPB. The public television system has not supported the position that the formula ought to be codified, believing there is sound reason for it not to be.

It should be apparent that a distribution formula, if it is to include all of the economic incentives for the accomplishment of the desired objectives in a coordinated manner, is necessarily quite complex. It should also be apparent that the evolution of the system will be more rapid at the funding levels contemplated in this discussion. The comparatively static situation and the relatively low level of funding that have pertained for the past few years might have lent themselves to a legislated formula, but that is likely to be progressively less true in the future.

The formula for distribution will be a useful tool in the accomplishment of agreed objectives only to the extent that it can be adjusted and "fine-tuned" in response to current experience with a dynamic system. The legislative approach provides safeguards against abuse, perhaps, but it is so cumbersome that it might well impair amendment of the grant distribution formula in ways which all agreed were desirable or essential.

If the call for a legislated formula is motivated by a desire to protect against abuse, then legislative proscriptions ought to be more carefully designed to get at the hypothetical abuse. (If, for example, it were feared that the CPB might divide the entire Trust Fund among a handful of favored stations, the legislation might provide that no single grantee would receive more than a specified percentage of the Trust Fund in any year, or conversely that a minimum specified percentage of the Trust Fund would be distributed each year on an equal basis to all qualified licensees.) But writing the formula into the statute would, through an excess of caution, so rigidify the administration of the distribution that unintended and unforeseen anomalies in the result would be almost inevitable, and when discovered could not be corrected.

Variations on the Model. This paper describes one possible model for a grant distribution formula, but it is not offered as the only approach, nor even perhaps a complete approach, to the problem. (This model does not address, for example, the question of maxima or minima—whether there is a floor or a ceiling above or below which federal support for a station should not rise or fall as a proportion of the station's total support. Nor does this paper address the *income* side of the equation: the whole question of finding equitable, and adequate, sources of federal support for the public television stations.)

This model is intended, rather, to suggest some of the factors that must be considered in any discussion of a grant distribution formula, and to illustrate how those factors might be addressed.

As a preliminary to further consideration of a distribution formula, it might be well to study the impact of a number of variations on this approach: allocation of different proportions of the Trust Fund to fixed and variable support, for example, and variations in the weighted average budget/population/non-tax approach to determination of the variable support grants.

The details of the precise mechanism ultimately adopted are probably not so important as that it be designed to meet the two principal objectives: (1) that in the first year, the formula fairly recognize and reward each station in proportion to the magnitude and complexity of the job it is trying to do in its community, and the quality and intensity of that effort, and that it be perceived as such, as nearly as possible by all parties; and (2) that in subsequent years, the formula maintain the strongest possible incentives for enlargement of local, non-federal support, and disincentives for any "replacement" effect. A formula so designed would be desirable in any case, and essential to the success of a Station Program Finance Plan.

Section III: A Possible Model for the Delivery of Services by a Program Cooperative

In the present public television system, programming intended for wider-than-local use is financed predominantly by the Corporation for Public Broadcasting and, secondarily, by the Ford Foundation. Some additional funds for national programming are generated by "underwriting" from the private sector, as well as by grants from the National Endowments for the Arts and the Humanities, and other foundations. The critical element in program funding, however, is CPB's allocation of a portion of its annual federal appropriation for grants to stations and others specifically for the production of programming for national distribution.

Programming for local-only use is financed out of the stations' general revenues, most of which flow from state and local governmental support and from private fund-raising; a small portion presently comes from CPB "community service grants" to stations.

In effect, CPB is financing the bulk of national programming directly, and is providing a smaller proportion of the funds that are used for local programming. In the latter case, however, CPB makes no determination as to how the funds will be employed, nor indeed whether they will be used specifically for local program projects; most stations do so, but the dollar use decision is theirs alone.

Under the Station Program Finance Plan, the bulk of federal funds for programming, national as well as local, would flow to the stations, according to the distribution formula administered by CPB. The stations themselves would determine what proportion of those funds each wished to allocate to local programming, and what proportion to the purchase of program services from a national program cooperative. There would be no prior determination by CPB (as there is at present) of the proportion of federal funds to be allocated for cooperative program production/distribution and to local activities; that determination would be the result of the aggregate of the stations' individual decisions. Each station would assess its community's needs and the resources available to it, would consider its options for the application of those resources, and would then determine what proportion of its budget (including its CPB grant) to allocate to local programming and to the purchase of services from the program cooperative.

Cooperative Services

A possible model (of many) of specific services that a program cooperative might offer the stations would include several levels of membership, and offer many options for a station to tailor its purchase to the specific needs of the community it serves. The construct of such a model follows.

Basic Membership, for a flat fee, would include the services of a communications system providing current information on program and operating options, access to a public television library service, program promotion and station relations services, and voting rights for the election of the cooperative's Board of Directors. (This basic service might be sufficient for the needs of some stations.) The fee would be realistic in proportion to the station's basic support grant from CPB, but sufficient to defray the basic administration and program information services of the cooperative.

Basic Cooperative Program Service, for a fee based on the same factors determining the level of federal support to the licensee and sufficient, in the aggregate, to cover the cost of providing: (1) a minimum number of program hours, with or without restriction as to program cost, selected by the station for its use from a pool of programs developed jointly by the stations; (2) interconnection (or tape service to noncontiguous stations); and (3) color tape recording equipment, possibly, if funds from the Facilities Act are inadequate, on a lease-to-purchase plan, in order to maximize stations' options for local scheduling.

Stations would not be required to use all of the basic program service, of course; but the fee would entitle them to do so and must be sufficient to provide financing for that minimal level of service which the preponderance of the stations deem necessary and appropriate for their use.

Additional Optional Program Services, would enable the licensee to select the additional particular program or package of programs that most effectively serves his community needs and complements his plan for local production of programming. The fees, again, would be based on the same factors that apply in the grant distribution formula and should be sufficient to defray the cost of production and distribution of additional program hours as the stations wish.

Bonus Programs would be available when the costs are underwritten, free of charge to members who buy the cooperative program service.

Cooperative Imperatives

The maintenance of this nationwide program distribution system (or of any other model) would depend on the creation of a program cooperative which had both fiscal and organizational viability.

From a fiscal perspective, the "program cooperative" approach has worked reasonably well on the regional network level when the participating stations' resources have been adequate in relation to costs. In order to maintain the "critical mass" of dollars necessary to operate the basic production/distribution system on a national level, it would be essential that the stations' resources, as supplemented substantially by their share of a larger federal appropriation, be sufficient to permit them realistically to exercise the option to participate in the cooperative. Too little money would either cripple the program cooperative and lose the economic advantages of interconnected program exchange, or would drain desperately needed funds from local program production. The present monies for local and national programming and general support are clearly inadequate for the stations' needs and public expectations. Funding would have to be assured and predictable for a minimum three- to five-year cycle if the system were to have a chance to work and if programming quality were to be maintained; five or six years would be a reasonable period in which to make a judgment on the new system.

Decisions about the organizational design of the cooperative would ultimately rest with the stations themselves. It does seem, however, that certain elements must be provided for at start-up to give viability to the cooperative:

1) An advance commitment from the stations that wish to participate, for the first two or three years, to permit an orderly transfer from the present system. The basic plan and advance commitment must have the endorsement of the stations and their governing boards before the plan is instituted.

2) A capitalization fund for the cooperative and for the program

producing stations, to permit production during the transitional year, to begin the program development cycle, and to smooth out financial fluctuations during the early years. The capitalization fund should include a discretionary fund for producing stations, based on past performance, to provide for programming innovation and diversity outside the constraints of the initial demand for the services of the program cooperative.

3) The creation of an organizational structure including a national program advisory board, with the assistance of the participating stations, to aid in the development of a coherent strategy for program offerings that reflect the stated needs of the licensees.
4) Arrangements so that major program projects which have the strong backing of the licensees can be contracted for in advance on a multiple year basis. Similarly, arrangements to insure renewal of strong current series should be developed.
5) The development of a plan for application of the program cooperative's surpluses, if any, to (a) the participating stations; (b) replenishment of the capital fund; (c) the program producing stations, in proportion to the usage of programs, to replenish their discretionary funds.
6) Finally, because the program cooperative concept increases substantially the options and the responsibilities of station managements, there must be increased effort to provide them with the full program and financial data they will need to make their decisions.

Cooperative Structure, Operations, and Finances

There are, of course, many questions which remain about the organization of the cooperative—some of which will have a direct outcome on its viability.

Any discussion of the cooperative will have to develop a logical structure for ongoing operations. Specific responsibilities of its board of directors, the national program advisory board, and the stations themselves must be carefully outlined. The structure must provide for effective participation of all stations in the decision-making process, yet retain the flexibility needed to take advantage of topical, timely opportunities. Development of a plan for establishing program priorities and method of allocating dollars to innovative and timely programming must also be a first order of business.

Finally, to insure a financially sound cooperative, a thorough business analysis would be necessary in several areas. First, development of a cost/pricing structure for program production and other cooperative services that is fair to all stations, noting differences in community size and sources of revenue, and that reflects the true costs that will be incurred by the cooperative. Second, analysis of the future role of underwriting of programming and disposition of the dollars that might be freed by such action, or by surplus dollars which might accrue if, for example, a program series were oversubscribed.

Some of these are difficult issues; but it should be possible to resolve all of them by careful analysis and by consideration of all points of view and interests. There are certainly no pat answers, and workable solutions can only be developed by interested and concerned stations and their managements.

To summarize: Under the present system, federal funds are allocated by the CPB for national program production and distribution, for general support of stations, and for the Corporation's own system planning, evaluation, and research activities. Under the Station Program Finance Plan funds for programming and station support would flow to the stations without prior allocation, and each station would make its own allocation between local activities (including local programming) and the purchase of program services from the national program cooperative.

Stations electing participation in the cooperative model that is suggested would have the option to select basic membership (receipt of program information, access to a public television library, a voice in the policies of the cooperative), basic cooperative program service (interconnection, color tape recording equipment, and a specified minimum amount of programming), and supplemental program services as desired, including free "bonus" programs when costs are underwritten. The fee schedule, financial arrangements, and organizational structure (particularly for program decisions) must be equitably determined; these elements must insure a nationwide program distribution system with great flexibility for each station in serving the needs of its community.

Section IV: A Possible Financing Model for a Program Cooperative

Present levels of funding for public broadcasting are insufficient to assure the success of a Station Program Finance Plan and its program cooperative. Possible financing models indicate, however, that the plan would be viable in a first year at a station support level of $75 million, and that its success would be even more likely in a second year at a level of $100 million. In the first year, the proportion of federal funds allocated for local program service might approach 50 per cent for the first time, but without impairment of common services and the nationwide program distribution system. In the second year, even greater progress toward improvement of local service would be possible.

The calculations that follow are not based on systematic research into the likely exercise of the stations' options at various levels of total system support and under various fee structures; such research would be an essential prerequisite to the actual development and operation of a program cooperative. Rather, this is an effort to assess broad probabilities, and to set forth the sort of calculation that would be required. The examples indicate, however, that a Station Program Finance Plan would be viable at approximately the financing levels that were projected for future years during the discussion of the Public Broadcasting Act of 1972.

The assumptions with regard to the amounts and the manner of grant fund distribution to the stations, on which this discussion is based, are set forth in Section II above, "A Possible Model for Distribution of Funds to Stations." Also assumed is the organization of the program cooperative as set forth in Section III, "A Possible Model for the Delivery of Services by Program Cooperative."

Basic Membership Fee

Assume $75,000,000 distributed to public television from the Trust Fund. Assume 159 station-licensees (as per projections for FY 74 from PBS data). Assume the Television Station Fund distributed as follows: 20 per cent equally to qualifying licensees as base support; 80 per cent to qualifying licensees as variable support, in proportion to population and local support.

Then—each of 159 licensees would receive $94,340 in base support. Assume that the Basic Membership Fee were $25,000, and that 143 licensees (90 per cent of the total) elected membership. Membership fees for the cooperative would then generate $3,575,000.

(1)	$75,000,000	to public television licensees
	×20%	
	$15,000,000	to PTV licensee base fund
	÷159	
	$ 94,340	PTV licensee basic support grant
(2)	$ 25,000	Basic Membership Fee
	×143	estimated membership (90%)
	$ 3,575,000	Membership Fee income

Basic Cooperative Program Service

Each of 159 licensees would receive, on the average, $377,360 in variable support. An average Cooperative Program Service fee of $200,000 would return $27,200,000, if 136 licensees elected to participate (95 per cent of those electing Basic Membership) and if they represented the same mix of stations as the total, such that their average fee was the same.

(1)	$75,000,000	to public television licensees
	− 15,000,000	to licensees as base support
	$60,000,000	
	÷159	
	$ 377,360	average to licensees as variable support
(2)	$ 200,000	Basic Cooperative Program Service (average)
	×136	estimated number participating
	$27,200,000	Basic Cooperative Program Service income

Supplementary Program Services

Assume twenty hours weekly potential supplementary service. Assume fourteen hours weekly average purchased by the 136 participating licensees. Assume ***minimum***, $5,160,000 retained for local support and programming activities (approximately the minimum FY 73 level for CPB "community service grants" to public television stations, projected to cover additional licensees. It is assumed that stations would allocate to local services in FY 74 ***at least*** the amount of their CPB grants allocated for such purposes in the previous year.) Assume, in addition, that licensees spend ¾ of their "excess" of new dollars on other than the Supplementary Services—i.e., new local programming efforts, other suppliers, etc.

Then—at an average fee of $74 per hour, and use of fourteen hours per week by 136 licensees, the return from the supplemental service would be roughly $7,284,000. The calculation is worked out in Table 4. Tables 5, 6, and 7 show cooperative production/distribution revenues, application of all funds, and cooperative program production/distribution support, respectively.

Table 4—Supplementary Program Services Income

(1)	$75,000,000	to public television licensees
	÷159	
	$ 471,700	average total (base and variable) grant to each licensee
	− 25,000	Basic Membership Fee
	−200,000	Cooperative Program Service Fee (average)
	$ 246,700	Balance supplementary to local support
	− 32,468	Minimum retained for local activities (average FY 73 CPB support grant)
	$ 214,232	"Excess" of "new dollars"
	÷4	¾ expended elsewhere
	$ 53,558	Average fees per participating licensee
(2)	14	hours weekly use per participating licensee
	×52	weeks per year
	728	hours annually used per participating licensee
	$ 53,558	average fees
	÷728	
	$ 74	average fee per hour used
(3)	$ 53,558	average supplementary fees per licensee
	×136	licensees using supplementary services
	$ 7,283,888	Supplementary Program Services income

Table 5—Total Cooperative Production/ Distribution Revenues

Basic Membership Fees	$ 3,575,000
Basic Cooperative Program Service	27,200,000
Supplementary Program Service	7,284,000
	$38,059,000

Table 6—Application of Funds

Local/Other-than-local	Total	Avg./159 Licensees
To public television	$75,000,000	$471,700
To cooperative production/distribution	38,059,000	239,365
To local-only service	36,941,000	232,333

Table 7—Cooperative Program Production/Distribution Support

	Total Revenue (000's)		Subtotal for Distribution (000's)		Subtotal for Production (000's)	
No. of Stations	**Total**	**Avg.***	**Total**	**Avg.**	**Total**	**Avg.**
Basic Membership Fee 143	$ 3,575	$ 25	$ 3.575	$25	——	——
Cooperative Program Service 136	27,200	200	10,684	79	$16,516	$121
Supplementary Program Service 136	7,284	54	——	——	7,284	54
Total 159	$38,059	$239	$14,259	$90	$23,800	$150
To Local Service	$36,941	$232				

*Average for the number of stations *participating at each stage:* (Because the number of participating stations differs, the averages do not add arithmetically.)

159 licensees, 143 Basic Members, 136 users of program services.

A Possible Financing Model—Year 2

The first year of the SPFP involves the greatest risk, because it puts the greatest strain on the system budget for potentially conflicting station needs for local activities and cooperative services. Seventy-five million dollars should be sufficient to sustain station needs in both areas at a modest improvement over present levels of capability, but it does not provide as much improvement in either as is necessary, and particularly not in new local program services. It is likely even at the $75 million level that there would remain a frustrating gap between what the stations know they *could* do for their communities, and what they have the resources to do.

The picture improves as the Trust Fund grows—a growth which, with a carefully designed set of incentives in the distribution formula, is presumably more rapid than the growth in the cost of the program cooperative, and hence reduces the pressures on both the stations and their cooperative.

Following the same model as above in year 2 with a television fund of $100 million, and assuming a system growth of 10 stations to 169, some of the numbers change significantly. The average PTV licensee basic grant would be approximately $118,000, and the average variable grant would be $473,000. Those grants would yield $3.9 million and $30 million to the cooperative in, respectively, basic membership and basic program service fees. The supplementary service would cost each station an average of $84,000 and would put over $12.5 million into the cooperative for additional programs. The total, then, for cooperative production/distribution is $46.4 million—a 20 per cent increase over year 1 in dollars *at no increase in station membership fees.* At the same time, *the allocation for local services would increase 45 per cent* over the previous year and would exceed 50 per cent of the total television allocation for the first time.

A final word: this model, and the others in the SPFP, are one approach to formulating a public television program financing mechanism which will better serve the stations and the public than the current convoluted processes. The model is no doubt imperfect; it is certainly incomplete. But the concept places most program decision making where it belongs, in the hands of the licensees, and might make the road to long-range financing easier to travel. If it can begin to address those objectives, it is worth serious and rigorous discussion.

Table 8—Projection of Application of Funds

	CPB 73	% Change	SPFP Year 1	% Change	SPFP Year 2	% of Total
Program Production	$20,000	(+19)	$23,800	(+28)	$ 30,500	30
Program Service	10,000	(+41)	14,259	(+12)	15,909	16
Distribution Cooperative National Program Total	30,170	(+26)	38,059	(+22)	46,409	46
Local Service	5,000	(+739)	36,941	(+45)	53,591	54
Total	$35,170		$75 000		$100,000	100

EXHIBIT C

National Association of Educational Broadcasters—A Position Paper on Long Range Financing for Public Broadcasting From Minority Board and Committee Members of the National Association of Educational Broadcasters

National Association of Educational Broadcasters—Minority Affairs

November 17, 1972.

Mr. Chairman, Task Force Members: As stated in our Las Vegas Position Paper to The Long Range Financing Task Force during the open hearings, our major concern is that Public Broadcasting have a viable, insulated long range funding program.

We recognize that the quality of service to the public is inversely proportional to the ability and willingness to serve and we believe that the quality of service to the various racial minority communities of this country has been something less than adequate, therefore, we feel that improvement of service can only come about through guaranteed, insulated funding designated for minority community programming, training and professional development.

The guarantees and insulation can be designated by legislative action on the part of the Congress of the United States, or by Board of Director's action within the Corporation for Public Broadcasting.

We believe that equitable funding measures for minority concerns and needs must be stipulated within any short range or long range proposal granted to the Congressionally established and designated funding agency, the Corporation for Public Broadcasting.

Between 37 million and 40 million citizens are regarded as racial minorities in the United States and have been uniformly denied equal opportunity and benefits because of such racial identity. Public broadcasting is, and has been, in a unique situation to contribute substantially and effectively to the needs and concerns of a majority of denied people, but it has not made that commitment to such service as yet in terms of effective amounts of money or various programs.

Consequently, to coroborate the position of the minority members of the Boards and Committees of the National Association of Educational Broadcasters and to create a base line in any formulae development for dispensation of public funds by the Corporation for Public Broadcasting, it is deemed that initially no less than twenty percent (20%) of any funds would be an equitable dispersement provision for minority concerns and needs.

In that there are no minority group executives making decisions regarding the specific allocation of funds from CPB directed towards minority activities in public broadcasting as a whole, the position of the minority Board and Committee members of the NAEB is further extended to state that the decision making agencies and executives include the NAEB Office of Minority Affairs in their deliberations and decisions relating to program and project grants for minority interests until such time as fully accredited minority executives are part of those agency staffs.

In regards to the absence of minority participation in principle decisions effecting allocation of public monies for minority needs and concerns, those decisions must be made with input from minority executives in all of the agencies where such decisions are made.

There are available in public broadcasting minority professionals capable by virtue of intelligence, experience and training to tender judgments on the value of program proposals designed to meet the needs and concerns of minority communities throughout the nation.

If one will understand the remark of Federal Communications Commissioner, Benjamin Hooks in his address to the membership during the annual convention in Las Vegas, "You can think with us, but you can not thing for us", then the solution is eminently apparent.

National Association of Educational Broadcasters—Minority Affairs

January 26, 1973.

Dear Mr. Hughes: Mr. Chairman and Members of the Long Range Financing Task Force: Again we appreciate the opportunity afforded us to express our belief in the need for multi-year funding for the Corporation for Public Broadcasting by the United States Congress for all the reasons stated by others who have contributed to your hearings and record.

Also, we are most appreciative for the opportunity to affirm previous presentations made before you by the Minority Board and Committee Members of the National Association of Educational Broadcasters, stressing the necessity for clearly identified and ear-marked legislated funds for minority community service, as well as the necessity of the administering of such funds by minority executives in the various departments of the Corporation for Public Broadcasting.

In our last presentation to you, we stated that we believe that no less than 20% of any authorized and appropriated public funds would be an equitable disbursement provision for American minority service by public broadcasting through the Corporation for Public Broadcasting.

A further clarifying position in regards to such an allocation is that the 20% factor should apply annually to CPB annual disposable funds after CPB annual basic support is deducted from the gross amount of public funds granted in long range funding legislation.

The ear-marked minority service allotment would be disbursed through the Corporation for Public Broadcasting for responsive, responsible and informative minority designed programming by and for use in local stations, ethnically regionalized interconnected or non-interconnected systems and national display.

Additionally, a lesser amount of the public dollars would be allotted to the professional training of in-system minority practitioners; upper career and management development of in-system, lesser echelon minority practitioners; for internships in local stations and other public broadcasting entities for minority Communications graduates; for motivational meetings with college-bound, and/or undergraduate minority students in academic institutions and for other minority community services and needs that can be accommodated by public broadcasting as the social climate of the American Society indicates.

It is our recommendation that the existing Office of Minority Affairs in the National Association of Educational Broadcasters, the only centralized mechanism in all of pubic broadcasting specificaly designed to deal with minority needs and interests, should be placed in a close liaison posture with the management and staff of the Corporation for Public Broadcasting for on-going consultation and policy decisions in regard to minority community program planning.

As we forward these expectations to this Task Force we feel that it is not neecssary to further expound upon our rationale and position. Such exposition is part of your record, as well as previous public record. Therefore, in order to not infringe upon your precious time so that you may get to the task ahead of you, we have no further remarks to make. Thank you.

Sincerely,

Donald McMeans, Board Member, Educational Television Stations Division and Executive Board of Directors, NAEB; Clyde Robinson, Board Member, National Educational Radio Division and Executive Board of Directors, NAEB; Ms. Mary H. Umolu, Board Member, Instructional & Professional Services Division and Executive Board of Directors, NAEB; Ms. Frankie Freeman, Public Member Executive Board of Directors, NAEB; David Crippens, Board Member, Instructional & Professional Services Division, NAEB; Clarence McIntosh, Committee Member, Copyright Committee, Educational Television Stations Division, NAEB; Alvin Watson, Committee Member, Development Committee, Educational Television Stations, NAEB; William Wilson, Committee Member, Instructional Television Committee, Educational Television Stations Division, NAEB; Arthur C. Cromwell, Associate Director, Office of Minority Affairs, NAEB; Lionel J. Monagas, Director, Office of Minority Affairs; Mr. Joseph Hughes, Chairman, Long Range Financing Task Force, Corporation for Public Broadcasting, 888 16th Street NW., Washington, D.C.

ATTACHMENT D

WHAT ARE THE STATIONS DOING? SOME EXAMPLES FROM THE PAST YEAR . . .

PUBLIC AFFAIRS

WTTW–TV Chicago, recently broadcast "Illinois Politithon," a special program that permitted viewers to examine the positions of several candidates running for various levels of elective office within the state. Candidates presented included those running for the U.S. Senate, the governorship of Illinois and various state and county offices.

A formal hearing of the Ohio Commission on Local Government was broadcast live by WGUC–FM, University of Cincinnati. The Commission was created by Ohio Governor John J. Gilligan to find out what citizens feel is wrong with their local government, and what can be done to correct these problems and improve local government services. Following the hearing, WGUC broadcast a telephone question-and-answer session during which a panel headed by Cincinnati Mayor Thomas Luken responded to questions phoned in by listeners.

Sometimes even the Internal Revenue Service wears a "white hat." The IRS recently presented an Award for Meritorious Public Service to KYNE–TV Omaha, Nebraska, in recognition of "outstanding contributions to the greater understanding of Federal tax laws." The award was given primarily for two one-hour prime-time live question-and-answer programs on tax information that were broadcast state-wide during the early part of last year. The programs featured tax experts answering questions from state-wide viewers over a toll-free telephone hook-up.

"Civil Disobedience: Aid or Hindrance to Justice?" was the title of a special debate on KPBS–TV San Diego, California. The debate featured a Chicago attorney who spoke against civil disobedience and Dr. William Sloan Coffin of Yale University, who spoke in favor.

WCAE–TV St. John, Indiana, recently produced a one-hour documentary special entitled "Controversy: Life or Death." The program examined the Supreme Court decision banning capital punishment. A portion of the special consisted of interviews with prisoners on death row at the Indiana State Prison.

Taking a cue from the popular nationally-distributed series "The Advocates," WSBE–TV Providence, Rhode Island, initiated a new public affairs series entitled "The Young Advocates," featuring high school students discussing such issues as prison reform and the United Nations. According to producer-director Irving Amitai, the program has drawn praise from many educators in the WSBE viewing area.

WNYC–TV New York has inaugurated a freewheeling interview series called "Facing the Issues." The show presents timely interviews with persons closely involved with public issues of vital importance to New Yorkers.

WNJT–TV Trenton, New Jersey, produced "Towers of Frustration," a documentary dealing with the problems of a high-rise housing project in Newark.

The nation's welfare crisis was examined in a series of six documentaries presented by the South Carolina Educational TV Authority. Entitled "All About Welfare," the series was conceived in response to the need for a better understanding of the merits and the weaknesses of the present public welfare system.

WHA–TV Madison, Wisconsin, produced a three-part series entitled "Abortion: A Life Worth Living." The programs featured a discussion of Madison's abortion clinic, and segments dealing with the legal status of laws governing abortion-on-demand and alternatives to abortion.

WUHY–FM Philadelphia, Pennsylvania, produced a series of lectures on the current political scene, entitled "Dynamics of the American Political System, 1972: Trends and Directions." The series included seminar discussions by well-known political commentators and was sponsored by the Woodrow Wilson International Center for Scholars.

Public housing for low-income families was the subject of a special broadcast over WNET–TV New York, New York. Entitled the "51st State Special," the program consisted of live coverage from City Hall of the board of estimate hearing on the Forest Hills public housing project which has been the object of much local controversy.

A three-hour special on getting help for deaf children was aired by WETA–TV Washington, D.C. "They Grow in Silence: An Evening on Deafness" attempted to depict what the world of the deaf is like. Special input centers for deaf people were located throughout Maryland.

WOSU–FM Columbus, Ohio, began its third production of its Ombudsman Service for consumers, and marked the occasion with a ten-day series of investigative reports detailing the strengths and weaknesses of consumer protection services available in the Columbus area.

The Florida Joint Senate-House Committee on the Equal Rights Amendment for women held a four-hour hearing in WPBT–TV studios in Miami, Florida. The hearing was televised live from WPBT on an expanded "Newsroom" show and were picked up by CBS News.

"Times of Our Lives," a senior citizen series from WSBE–TV Providence, Rhode Island, ran an informative special on the Rhode Island Post White House Conference on Aging.

"Interact," a dialogue between St. Louis, Missouri, area businessmen and university students, was telecast by KETC–TV St. Louis. The hour-long program was designed to give students a better understanding of industry. Some of the topics included pollution control, inner city and minority problems and business and the "new" generation.

The Maine Public Broadcasting Network provided extensive coverage of the delegate-choosing process in connection with the 1972 national party conventions. The MPBN provided regular filmed reports of the local caucuses and platform hearings on "The Maine Issue," a weekly public affairs and television series, followed by special television and radio coverage of the state conventions.

Television cameras were focused on the legislators of the Old Dominion when Virginia ETV stations pooled their resources to teleivse the closing hours of the Virginia General Assembly last year. (When PTV covered the closing hours of the 1970 Assembly, the last session was not adjourned until 4:30 a.m. in the morning.)

"Women's Clearinghouse," KUOM–AM Minneapolis, Minnesota, celebrated one year of broadcasting women's news. In two five-minute segments weekly, programs have drawn news from national and local organizations to provide, according to the volunteer producers, "a viable alternative to traditional chauvenist reporting on women's issues."

WTTW–TV Chicago, Illinois, broadcast live from its studios hearings of the U.S. House of Representatives Select Committee on Crime. The hearings focused on drug problems in the schools. Testifying before the Committee were Chicago school officials, police officials, students, and parents of drug victims. According to WTTW officials, the Chicago hearings marked the first time a congressional committee conducted hearings within the walls of a TV studio.

WUHY–FM Philadelphia, Pennsylvania, in its Fourth Annual Town Meeting of the Air, entitled "Free Speech Lives: Blow Your Mind into a Mike," broadcast live from Philadelphia's Rittenhouse Square. During the two-hour broadcast, people were encouraged to speak freely into a live microphone on any topic they wanted for up to four minutes.

INSTRUCTION

A "Drawing to Music" program lets WCNY–FM Syracuse listeners explore their artistic talents. A Syracuse University art instructor selects pieces of music and listeners draw what they feel in accompaniment using any kind of paper or instrument from lipstick to charcoal. The resulting drawings will be exhibited at the Lowe Art Center.

"Signtalk", a new learn-to-read project from WHA Madison, presents a word a week during the time between children's programming and during the instructional television hours and after school. Based on the assumption that children learn to read the words they see on signs first, the method is being used to expand vocabularies that may begin with STOP, YIELD, or ICE CREAM.

The San Diego Area Instructional Authority is using daytime broadcasts of "A Public Affair/Election '72" as a special civics course for secondary schools.

KETC–TV St. Louis broadcast a six-week TV course on basic computer programming. "Fortran for Morons, Geniuses, and Hobbits" was designed for persons with no previous experience in computer programming.

With a grant from the Office of Environmental Education, WVIA–TV Scranton, Pennsylvania has undertaken production of an environmental education project in Northeastern Pennsylvania. One major feature of the project is to offer credit courses in ecology to students in the WVIA viewing area.

If anyone can impart a little humor to the income tax situation, KQED San Francisco, California can, with an unusual primer on filling out the short 1040A Income Tax return. The half-hour show "Oh Yes You Can" features the befuddled head of a household facing the annual agony of the April 15 deadline. He wishes upon a star and meets a lady revenue agent who aids him in filling out the form.

Two programs broadcast by WXXI Rochester, New York in cooperation with Cornell University's Laboratory of Ornithology showed that birds are monitors of our environment. Viewers watched scientists at work on measures to monitor the environment and to preserve bird species, and a panel of experts were available to answer questions on bird feeding, watching, migration and nesting.

Economy is the watchword of "Living Better," a series of 15-minute programs on WSWP Beckley, West Virginia, which stretches the homemaking dollar for lower income families and frugal housewives. The program offers information about foods, nutrition, money management, child development, clothing, housing, home furnishing, health education, and family life.

The Dallas Community College District and KERA-TV have joined to make college credit training as handy as a person's television set. "Government 201–TV" is a three-credit hour, sophomore-level course that meets a requirement for a bachelor's degree and teaching certificate under the Texas Education Code.

KLVX-TV Las Vegas, Nevada, is undertaking some long-range planning for instructional TV programming. The station is planning a career awareness series directed to sixth graders. Scheduled over a three-year period, the 90 quarter-hour lessons will be shot on location to show a variety of careers available. KLVX is also planning a 36-lesson science course for use in the primary grades.

The Pennsylvania Public TV Network in cooperation with Continuing Education at the Pennsylvania State University will televise "Your Future is Now," a series that can lead to a high school equivalency diploma for adults. The programs will offer subjects such as English grammar, social science, natural sciences and general mathematical skills.

The Mississippi Educational TV Authority produced a 34-week series on career-education opportunities for students and adults.

On WCNY Syracuse, New York's show, "Real Estate Today" panelists provide consumer information on buying, selling, renting, building and financing homes. The panel of realtors, financing experts and legal representatives is available after the show to answer questions called in by viewers.

The University of North Carolina Television Network completed a state-wide study of the uses of in-school television. Results showed over 25 per cent of the state's 1.25 million public school students used at least one TV series in the classroom during the 1971–72 school year. "The Electric Company," showed the highest use with an estimated 152,640 students viewing. The "Granny Show," a music enrichment program, was second with 114,484 students and "Sesame Street" ranked third with 107,545 students.

Some 600 inmates of the Chase Correctional Institution in Dallas, Pennsylvania have signed up for courses offered by WVIA-TV Wilkes-Barre, Pennsylvania. Prison officials hope the courses will help prepare the inmates for meaningful employment on the outside.

An evaluation of instructional television on WVIZ Cleveland, Ohio, has come up with the following: 42% of the 2,540 teachers surveyed gave the highest possible rating to the content of the programs; 79% used ¾ of the programs in a given series; 93% said they would use the series again the next year. Also, TV viewing in the high schools increased 27% while video recorders went up 28%—marking an increase in replay and dubbing.

COMMUNITY SERVICE . . .

When heavy rains caused flash flooding in the Richmond, Virginia area, WCVE–TV there responded by airing continuous live coverage of flood conditions and information on evacuation centers and relief facilities. WCVE's coverage was also made available to the three commercial television outlets in the Richmond area.

KCTS–TV Seattle, Washington, inaugurated a new series called "Every Monday." The format allows viewers to call in questions to a discussion panel. The first program in the series focused on compulsive addiction—to drugs, alcohol and gambling—and featured experts in the three areas who responded to viewer questions.

The elderly in New Hampshire are benefiting from an information program entitled "A Coming of Age," produced by the New Hampshire Network. The programs inform viewers of the benefits available to them and help older citizens meet the problems of aging and retirement. Viewers can phone in comments and questions.

WLIW–TV Garden City, New York, produced a six-part series on life insurance called "It's Your Money—Your Life Insurance Dollar." The series, which attempts to unravel the mysteries of purchasing life insurance, utilizes graphs, film dramatizations and cartoons to explain and hopefully simplify the language of life insurance policies.

WAMU–FM Washington, D.C., aired a new program series for those whose professions are found in the home. Entitled "Home," the series features news directed at the consumer, family health information, cultural affairs, personal development, child development and news. An added highlight is a call-in segment affording listeners an opportunity to participate by bringing topics of interest to the fore or question various guests who appear on the program.

A new program, "Access 17," produced by WPSX–TV, University Park, Pennsylvania, joined the roster of community-access programs. Anyone in the community is invited to stand on the station's video soapbox. Five guests are scheduled on each program, with each allotted five minutes to expound his views.

Alcoholism was the topic of a special program aired by KUAT–TV Tucson, Arizona. The show explored in depth the problems of the alcoholic and presented interviews with the many groups that are trying to help the alcoholic and his family. In addition, presented several meetings of the local AA chapter.

The fate of 1,400 acres of undeveloped California land was the topic of a recent special on KPBS–TV San Diego. Titled "The Struggle for the Tidelands," the special explored the question of the future development of bayfront acres in Chula Vista. KPBS's Gloria Penner moderated a panel discussion consisting of individuals interested in using the land for recreational purposes versus those interested in industrial development.

WMKY–FM Morehead, Kentucky, aimed a special series of live conference broadcasts at its rural audience. The conferences, conducted in conjunction with the Bureau of Research and Development at Morehead State University, included "Government and Rural Development," "Environmental Problems and Implications for Rural Development" and "Education in Rural America."

KWSU–AM Pullman, Washington, combined an exciting basketball game with a telethon to raise money for Sickle Cell anemia victims. Before the game between Washington State University and the University of Washington KWSU began the telethon and continued it during half-time. After the game the telethon was picked up with a film of blood testing procedures and interviews with experts on the disease.

WBGU–TV Bowling Green, Ohio, produced a series of programs directed toward inner-city residents of Ohio. Programs dramatized three families—Mexican-American, Black and white, to show how they dealt with problems such as child care, personal self-esteem, consumerism, and family and community relationships.

WSRE–TV turned its attention to the seemingly neglected problems of the "The Middle Generation." The program examined the facts, the fears and the joys of the caretakers of the world who are between the ages of 30 and 65, addressing itself to such topics as: Do men go through a change of life? How do you maintain romance in marriage? and Why do some people cop out on drugs, alcohol and illness?

CULTURAL AFFAIRS

"Playhouse New York," a production of WNET–TV New York, began its fall season with an original TV production of Jean Anouilh's "Antigone." The dramatic series is being carried by the Public Broadcasting Service.

WTTW–TV Chicago, Illinois, pitted a computer from Northwestern University against Borris Spasky and Bobby Fischer during the station's play-by-play coverage of the World Championship Chess Match. (The computer predicted 16 correct responses out of a possible 40 moves.)

"Birth of a Nation," D. W. Griffith's classic and controversial film, had its television premier when it was aired by KCTS–TV Seattle, Washington. According to the station viewer interest was high, as reflected in a post-showing phone-in comment session.

WDCN–TV Nashville, Tennessee, began production on a half-hour program on the history of country music in this country that will serve as a pilot for a thirteen-part series. Among the projected programs are studies of early country music traditions, a profile of several country music greats, and a look at today's "Nashville sound."

WGBH–TV Boston, Massachusetts, received a grant from the National Endowment for the Arts for production of "Art! Access! Media!", an hour explanation of the growing video phenomenon, beginning with a demonstration of the enormous freedom and production economy possible with newer video tools as well as traditional modes of broadcast.

"Outstanding success" was one phrase used in describing WTVI–TV Charlotte, North Carolina's Children's Theatre playwriting contest. More than 160 entries were received from junior and senior high school students in the Charlotte-Mecklenburg viewing area. Winning plays will be produced and broadcast later in the year.

WNYC–FM New York, broadcast the New York premiere performance of the Berlioz opera "Les Troyens." The five-hour broadcast was produced in stereo, live, from New York's Carnegie Hall.

While winter winds howled outside, Indians of 600 years ago gathered in their lodges and passed down to their children "winter tales." KCTS–TV Seattle, Washington, brought to the old Indian tales to life again on "Winter Tales from the Indian Lodge," with storytellers including Mrs. Odelia Hunter, a Clayquot Indian from Vancouver Island (Canada) with stories and songs of the coast Indians; Joe David, a Northwest Indian totem pole carver; and Nina Bumgarner, an eighty-year-old Quinalt Indian and Ermina Edsall, a Yakima Indian with stories of the plains Indians.

WCNY–TV Syracuse, New York, organized "Talk-Out," a video art telethon which originated simultaneously from the Everson Museum of Art and WCNY studios. Artist Doug David sat in WCNY studios where television cameras and phone lines connected him with people viewing his exhibit at the museum. This enabled the artist to "talk" with his public while allowing viewers to sit in on the dialogue.

With the aid of consular offices, youthful viewers of KUHT–TV Houston, Texas, are being treated to an international show-and-tell. The station produced 13 short segments for insertion into children's morning programming exploring the culture and traditions of various foreign nations.

Mississippi ETV's answer to Julia Child is "Cookin' Cajun," featuring gourmet-humorist Justin Wilson as the creator of delightful cajun cuisine. The program is designed to both enlighten and entertain Mississippi ETV viewers.

KLRN–TV Austin, Texas sponsored the first major chess tournament to be held in the United States in 45 years on its "International Chess" series. Contestants included the winner of the 1971 National and American Opens, the current Mexican National Champion, the World Champion in 1963–69, a six-time Danish champion, the present Russian champion, the Hungarian champion and a four-time Canadian champion.

KRMA–TV Denver was one of six recipients of the 1972 Colorado Council on the Arts and Humanities Awards for excellence in the arts and humanities and cultural contributions. KRMA was praised by the council for "quality programming and creative leadership" in contributing to the arts and humanities in the state.

MINORITY AFFAIRS . . .

"Unganika," the Swahili word for unite and the title of a series produced by WXXI–TV Rochester, New York, is designed to focus on the cultural, environmental and social issues of concern to the Black community of Rochester.

WTVI Charlotte, North Carolina produced a film on racial conflict in the schools. "Someone Has to Listen" presents a mythical school and follows students dealing with school officials and the community to solve difficulties.

Black American authors' experience in literature from the 1700's to the present is explored in a series called "Ebony Harvest" produced by WETA-FM Washington, D.C.

"Carrascolendas," a bilingual program designed for Mexican-American children by KLRN–TV San Antonio and Austin, Texas uses Spanish as a native language and English as a second. It is designed to establish a positive self-identity and self-concept in the Mexican-American child.

Through a CPB Community Support Grant KTSC–TV Pueblo, Colorado produces "La Vida de Nosotros" which features local entertainers and provides information of interest to the Chicano citizens.

Sickle Cell Anemia, a heriditary blood disease found almost exclusively in Black people, is an example of the topics discussed on "Sketches in Black", a production of WSKG–TV Binghamton, New York.

Through a grant WBGU Bowling Green, Ohio will produce a series of programs directed toward inner city residents in Ohio. Programs will dramatize three families, Mexican-American, Black and White, to show how they deal with problems like child care personal self-esteem, consumerism, and family and community relationships.

WVIA Scranton-Wilkes-Barre, has activated a minority training program and enrolled two university students. The program offers over 1,000 hours' experience in all areas of television and radio production at WVIA; trainees are also enrolled in the broadcasting curriculum at the Wilkes-Barre campus of Penn State University. The program was made possible by a grant from the Pennsylvania Public TV Network and local funds.

WETA–TV Washington, D.C. produces an informative and entertaining program in Spanish called "Media Hora" for the area's Spanish speaking viewers.

"Realidades", a show aimed toward the interests of the Puerto Rican community is produced by WNET New York, New York.

KTDB–FM, the Ramah Navajo Radio station in northwestern New Mexiso is more than just another non-commercial radio station. For 1500 Navajo Indians it's the newspaper, telephone, and a kind of community center where everyone can take an active part in the station's programs.

ATTACHMENT E

EDUCATIONAL/PUBLIC BROADCASTING: STATUS OF THE SYSTEM

TELEVISION: OVERVIEW

During fiscal year 1971, 133 public television licensees operated 207 stations in the United States, American Samoa, Guam and Puerto Rico.

Most of the licensees owned and operated one or two stations; some, especially state/municipal authority licensees, operated a number of satellite stations.

State/municipal authorities, although comprising the smallest category of licensees (21) operated the largest number of stations (67). Institutions of higher learning held 44 licenses and operated 61 stations, while community organizations had 46 licenses and managed 56 stations. Local public school systems, with 22 licenses, maintained 23 stations.

Total funds (revenues) of the 133 public television licensees amounted to $162 million during fiscal 1971. Of these funds, 92 percent was accounted as income, 6 percent was transferred from prior years' appropriations, and 2 percent was received from loans.

Total income for operations for 133 public television licensees reached almost $141 million during fiscal 1971, representing an increase of 41 percent from that of fiscal year 1970 when a total of 128 licensees reported. The largest sources of income during fiscal 1971 were state school boards and state governments (33 percent of the total), followed by local school boards and local governments (14.2 percent of total) and public broadcasting agencies (10.5 percent of total).

Total capital expenditures for public television operations amounted to $29,965,207 during fiscal 1971, representing a 43 percent increase over fiscal 1970 expenditures.

An estimated 639,611 broadcast hours were aired by 193 stations during fiscal 1971, an increase of 9 percent over fiscal 1970. Of the total 35.4 percent was transmitted for classroom use and 64.6 percent was broadcast for general audiences. In fiscal 1971 national interconnection emerged as the largest single source of programming (27.5 percent of the total) of public television, while programs locally produced slipped from the largest (during fiscal 1970) to the second largest source of programming (23.0 percent). For classroom programs, local productions remained as the largest single source of programming of public television, despite experiencing a sizable decrease in the percentage of the total broadcast hours delivered (44.2 percent in fiscal 1970 and 35.9 percent in fiscal 1971).

Total production hours (hours of programs locally produced) by public television licensees *decreased* by 11.7 percent from fiscal 1970. This was largely due to the drastic decrease in production hours for classroom programming (a 42.8 percent decrease) during the period.

RADIO: OVERVIEW

During fiscal year 1971, a total of 501 public radio stations were reported by the Federal Communications Commission in the United States and its territories.

Of these, 103 were qualified and designated by the Corporation for Public Broadcasting (CPB) as eligible for CPB Community Service Grants.

Of the 103 qualified stations, 74 (72 percent of the total) were licensed to institutions of higher education. The remaining 29 (28 percent of the total) were licensed to all other types, such as local public school systems, state/municipal authorities, and community organizations.

Total funds (revenues) of the 103 CPB-qualified stations amounted to $12.5 million during fiscal 1971. Most of this (97 percent) was accounted as income, $165,000 was transferred from prior years' appropriations and investments and the remaining $161,000 was received from loans.

Total income of the CPB-qualified stations reached $12.1 million during fiscal 1971, representing an increase of 29 percent over fiscal 1970 when 91 stations reported. All stations reported an increase of income from all types of sources, excluding foundations as a source of income, from fiscal 1970 to 1971, the most marked increase coming from state government sources (a 309 percent increase). The largest source of income in fiscal 1971 was institutions of higher learning (44 percent of the total), followed by state governments and state school boards (17.5 percent of total), local governments and local school boards (12.1 percent of total), and public broadcasting agencies (8.2 percent of total).

All CPB-qualified stations collectively spent $1,375,000 for gross capital expenditures in fiscal 1971, of which 26 percent was expended on transmitters, 22 percent on buildings, 21 percent on production equipment and 19 percent on control room equipment.

A total of 498 thousand hours was aired by the 103 CPB-qualified stations during fiscal 1971. Individual stations broadcast, on the average, 50 weeks during the fiscal year. Stations licensed to institutions of higher learning were responsible for 70 percent of the total broadcast hours and all other types of licensees transmitted the remaining 30 percent. Educational, informational and cultural programming (84 percent of the total), followed by all other programming (13 percent of the total), and in-school and in-service programming for a specific audience (3 percent).

A total of 227,879 hours of programs locally produced was reported by the 103 CPB-qualified stations in fiscal 1971. Of these, 56 percent was produced live and 44 percent was made on tape for all stations. A total of 84 stations subscribed to one or more wire services and 43 stations used one or more audio news services. Seventy-nine stations subscribed to and broadcast one or more syndicated music concerts.

MINORITY EMPOLYMENT

TELEVISION

The fifth annual NAEB report on minority employment in public television, based on data gathered by the Federal Communications Commission, showed that at the end of May 1972 there were 666 full and part-time minority employees in a total public television station workforce of 6,917, a percentage of 9.62 as contrasted to 7.9 percent in 1971 and 12.1 percent of 1970.

Dramatic increases of minority employees appear in the "Officials and Managers" category which jumped from 14 in 1971 to 26 in 1972; "Professionals" increased from 119 to 148; "Office and Clerical" from 100 to 138; "Craftsmen" from 46 to 60 and "Operatives" from 37 to 63. There was a slight decrease in minority 'Laborers," which fell from 32 in 1971 to 25 in 1972.

RADIO

Figures reflecting minority employment in non-CPB-qualified public radio stations are not available as most of these stations employ less than five individuals and are not required to file employment reports with the FCC.

According to data contained in *Summary Statistics of CPB-Qualified Public Radio Stations: Fiscal Year 1971, published* by CPB in cooperation with the U.S. Office of Education's National Center for Educational Statistics, 102 CPB-qualified stations reported a total of 147 minority employees in fiscal year 1971, representing 8 percent of a total workforce of 1,944. Slightly less than one-third of the total minority employees were full-time personel, with more than half classified as part-time. Fifteen out of the 147 were categorized as management and supervisory personnel.

PBS—A Licensee Membership Corporation, a Background Paper—In Support of Testimony of Hartford N. Gunn, Jr., President Public Broadcasting Service Before the Senate Subcommittee on Communications, March 29, 1973

The Public Broadcasting Act of 1967 created a framework upon which public television in this country was to reorganize to provide a strong and needed service to the American public. It was apparent to Congress in 1967 that without the infusion of significant federal dollars local stations would not be able to properly serve their communities. Congress realized that federal dollars were required not only to help support the operations of local stations, but to provide them a national programming service and other national leadership functions and services stations lacked the resources to provide themselves. However, as a concomitant to the infusion of significant amounts of federal dollars into the system, Congress established the key principle that the system must be based on the strength of local public television stations.

To this end, the Act called for the creation of the Corporation for Public Broadcasting (CPB), an independent nonprofit corporation which was to receive the federal monies authorized and appropriated under that Act. CPB was to distribute those monies in a manner that would satisfy the principles developed by the Congress. Thus, CPB was to be instrumental in funding programs of more than local interest— programs that could be distributed nationally for the use of all stations. CPB was also charged with the responsibility of assisting in the establishment of the mechanism necessary to distribute programming to the stations. At the same time, however, the Congress carefully articulated the principle that the institutional structures created to carry on the mandates in the Public Broadcasting Act had to be developed in such a way as to insure freedom for the local stations from interference—interference from the government and interference from any centralized nongovernmental agency, including CPB.

The operation of a distribution system of national programming to some 234 stations is indeed a complex matter. Because the decisions of the organization responsible for distributing programs may directly impact on the operation of the local stations both in terms of scheduling of the programs distributed and in terms of the policies created and implemented to govern the operation of the distribution system, it was the judgment of the public television stations throughout the country and CPB in 1969 to establish a separate independent corporation controlled by the local stations to carry on these distribution, selection and scheduling functions. It was through this type of institutional structure that the principles of the Public Broadcasting Act could best be satisfied.

Thus, in November 1969, the Public Broadcasting Service (PBS) was incorporated. PBS is a membership corporation whose members are the local noncommercial television stations throughout the country. These stations exercise voting powers: they elect a Board of Directors, the majority of which are from station managements, and they exercise their voting powers over significant operating policies. CPB, through its grant-making process, has funded the operations of PBS.

PBS was created to achieve three main objectives:

First, it was to develop a first-rate low-cost, flexible, technical delivery service.

Second, it was to create a national programming process that would—maximize the diversity of the viewpoints of the system; maximize the diversity of the source of programs; maximize the freedom for innovation experimentation and expression on the system, and minimize the abuse of the system by irresponsible activities and inadvertent mistakes and thereby create a national program service that would be responsive to the stations' needs and through the stations the audiences' needs for quality, quantity and range of subject matter covered in its program service.

Third, it was to reach these objectives and carry out and develop its policies by maintaining and developing a corporation that would decentralize power into the hands of the local stations.

PBS has come a considerable distance in meeting the objectives for which it was established.

PBS has developed, pursuant to an extremely rational station-demand growth pattern. Attached as Appendix A are detailed budgets for fiscal years 1971, 1972 and 1973 and audited financial statements for fiscal years 1971 and 1972, together with a detailed functional description of the activities of the PBS departments. The growth and development of PBS has been painstakingly molded to correspond to the priorities for service desired by the local licensees. A review of the attached budgets will show that, apart from the step increases in the charges paid AT&T for the interconnection service and the hiring of a staff in 1972 to operate technical distribution facilities, the growth of PBS has been slow and determined.

1. TECHNICAL DELIVERY OF A PROGRAM SERVICE

The public television interconnection system consists of a number of points interconnected by AT&T which in turn feed programs to a number of additional points interconnected by state and private networks.

In the fall of 1970 when PBS first assumed responsibility for the operation of the technical aspects of interconnection, a total of 149 stations were interconnected. Of these 149, 55 were interconnected by AT&T and that service was a lower grade preemptible one. Forty-four stations in the continental United States were dependent upon either a tape service and/or rebroadcasting programs via an off-air service from other stations. PBS staff, together with the staffs of AT&T and CPB, developed a technical service that now meets the needs of almost all of the PBS members.

The current interconnection provides services to 214 stations in the continental United States out of a total of 234 PBS member stations. One hundred ten of these are interconnected by AT&T and a non-AT&T carrier. There are 11 stations in the continental United States still in need of higher grade interconnection service and PBS is working to explore the most cost effective means of providing those with first-class service.

As important as the number of stations interconnected, however, is the technical design of the interconnection system. The PBS system has been designed to include the capability of inexpensively transmitting programs which originate from as many as 24 cities, the only permanent interconnection facility of the kind in this country. This flexibility has been built into the system to take advantage of a time when federal support for the system is such that a large percentage of local stations located in different regions of the country can regularly contribute programming for national use. In addition, the interconnection system is devised so that it can be split into smaller regional systems. Time on the system is now turned over to regional systems each week so that local stations will have the option to use their own local programs, regional programs and national programs. I have attached as Appendix B an interconnection system map.

The AT&T lines, however, form only the backbone of technical aspects of the distribution service. An origination facility is needed to put programs into that backbone. When PBS initially took over the operation of the interconnection system, the technical aspects of distribution were provided under contract with an independent commercial distributor. This arrangement proved to be uneconomic, inflexible and inefficient. Furthermore, quality control and the technical and mechanical aspects of distribution were difficult to maintain under this arrangement. Therefore, by the spring of 1972, PBS put into operation its own distribution facility. Attached as Appendix C is the economic data leading to the decision to develop our own distribution facility.

However, the engineering and technical operation staffs of PBS have done more in the past three years than put together a first-rate technical system for distribution of programs; they have been working on a project which, if successful, will lead to the captioning of programs for the hearing impaired; they have been working on the improvement of audio capabilities for television distribution and ways in which to strengthen UHF as a viable means of providing television service. In short, PBS has made substantial strides towards the accomplishment of its first objective.

2. TOWARDS A PROGRAMMING PROCESS

The second objective of PBS was to help design a national program process and offer a national program service that would maximize the presentation of diverse viewpoints in the country, maximize the diversity of the source of programs, maximize the freedom for innovation, experimentation and expression on the system, minimize the abuse of the system by irresponsible activities and inadvertent mistakes and, thus, to create a national program service that would be as responsive as possible to the stations and through them the audiences' needs for quality, quantity and range of subject matter covered in its program service. This objective, to be reached, must be carried out on four fronts simultaneously; that is, the development of a rational process for recommendation to CPB and other funders of programs to be funded and developed as part of the national program service; the development of a rational process for creating a distribution schedule which comports with the needs of the local licensees; the development and implementation of basic program and distribution operating procedures; and the development of evaluation techniques to determine the effectiveness of the service provided the stations.

Over the course of PBS' two-and-one-half-year existence, a process has been developed based on the general guidelines established by the membership setting forth the types of programs desired in the national service which gathers together the ideas of the producers throughout the system, reviews proposals, and develops recommendations to CPE for funding. At every step in the process the stations and their elected Board of Directors provide the information and decisions necessary to develop these recommendations. I have attached as Appendix D a report describing in detail this process. In general, the process involves gathering data primarily from stations and other sources describing the needs of the stations that can be satisfied by a national program service, the review and assessment of various program proposals and completed programs by the Board of Directors and the recommendation to the funding agencies for the funding of those programs by the PBS Board of Directors.

The second charge to PBS in the area of developing a national program service involves of programs selected and funded for distribution. This is a most crucial element in the services provided by PBS to its member stations. Delivery of a service which embodies flexibility of use by the stations, but at the same time enables stations to carry programs simultaneously with distribution so that facilities needed for local efforts need not be for taping programs, provides for the most efficient use of scarce dollars. Moreover, approximately 20% of the stations have no color recording facilities they cannot record any nationally distributed programs in color for replay. This obviously makes the scheduling of the national program service critical to a large number of stations. In addition, facilities in almost all stations would require substantial expansion if there were to be no real-time service.

In essence, the national program service forms an extension of the stations' local service. Therefore, the service must be designed to meet the needs of the largest number of stations if it is to be truly cost effective for the system as a whole. Appendix D also provides a detailed explanation of the process by which this schedule has been developed. In general, stations are asked to express their needs; from a composite of station needs a tentative schedule is developed by staff and carefully reviewed and approved by the Board of Directors. That tentative schedule is then sent out for comment to all stations. Working from a composite of all comments and other data, a final schedule is then developed and approved by the PBS Board of Directors and the stations.

It is important to stress, however, that, notwithstanding the real-time nature of a portion of the PBS national program service, no station need carry any program delivered by PBS nor need any station carry a program distributed by PBS at the time it is delivered. Many stations tape and record programs for later broadcast where their local audience is best served by different scheduling decisions than those employed in the national program service. There is no pressure placed on any station by PBS to carry programs or indeed, if they choose to carry programs, to carry them at the time of their distribution on the national program schedule.

Most important, the national program service, as it is currently scheduled, is designed to give local stations maximum flexibility to preserve their facilities for the production of essential local programs, while at the same time providing the flexibility necessary for each station in this country to develop a program schedule best suited for its community.

The third part of our basic programming objective has involved the development of detailed operating procedures to govern the conduct of those charged with delivering the service. I have attached as Appendix E a detailed description of the policies and procedures employed in the operation of the national program service. These policies include statements on basic Standards and Practices and Journalism Standards employed in reviewing and evaluating programs to be distributed by PBS. These policies have been developed with the meaningful participation of the licensees, and the careful and effective review by the Board of Directors of PBS. Indeed, these policies have been put into effect only after each station had an opportunity to review each draft and provide written and oral comments on the policies and after a formal vote of the full PBS membership. Based on these policies, PBS has developed agreements with its producers which provide for an appropriate balance between the producers' freedom and the stations' needs and, in addition, a myriad of other procedures necessary to the rational, effective delivery of a balanced and responsible national program service.

As the last step in developing a rational programming process, PBS has developed extensive review and evaluation procedures to test the performance of the national program service. In essence, this evaluation process involves consideration of audience data, station response to quarterly and annual surveys, producers' evaluation of each other's product, outside panels of experts and press reaction. Attached as Appendix F is a detailed description of this evaluation process.

Policies and rational procedures are not, however, enough to guarantee an effective responsible and useful service to the stations. Public television has been fortunate in attracting talented and professionally responsible and dedicated men and women throughout the country who produce, at more than 50 public television stations, the programs for the national service. Attached as Appendix G is a paper entitled "PBS On Record" which describes in detail all of the programming provided by PBS to its member stations from October 1971 to October 1972—more than 1700 hours of programming. A review of this document will show that PBS achieved in that year a true balance of the types of programs and a service which has helped considerably to strengthen the base of local support for the stations.

This is not to say that PBS has been without its program problems. But a review of the procedures demonstrates that mechanisms are now in place to deal with these program problems. It is important in this regard to note that the stations through their annual surveys and by the direction of their elected Board of Directors have established the policy that even problem programs be made available, *albeit off the regular schedule*, to all stations. The keystone of the system is local control and local responsibility exercised by the managements of local stations. Thus, this access policy has been developed to leave with the local stations the decision of whether or not a program should be broadcast. Stations believe that even an organization which they control should not exercise any form of censorship and that the ultimate decision for suitability for broadcast must rest with the local stations.

In short, the attached appendices demonstrate that PBS in two and one-half years has taken a system with little coherence and has developed detalied rational, practical operating policies to help insure that the national program service will be scheduled to meet the needs of the stations; that it will consist of programs best designed to meet the needs of PBS member stations and through them their publics; and to see to it that once those programs are developed, rational policies and procedures exist for the delivery and safeguards necessary to make that service flexible, useful and free of undue interference.

3. DECENTRALIZED DECISIONMAKING—LOCAL CONTROL

Perhaps the most important objective set for PBS was the instructions by the local stations and CPB that the national program service be operated, scheduled and controlled by local stations to assure stations the maximum freedom from interference with the programming of their stations. It was the sense of the industry, reflected in PBS' creation, that the Public Broadcasting Act called for a truly decentralized decision-making process for the operation of the system.

PBS has tried to be such a decentralized democratic institution. The local stations throughout the country have voting rights that control the affairs of PBS through the election, from their peers, of two-thirds of PBS' Board of Directors which, of course, guides the policies and operations of PBS and through it the national program service. Moreover, the stations are called on by the Board of Directors to participate directly in formulation and adoption of all major policy positions.

Equally important, however, as a review of the appendices referred to above indicates, each station is directly involved in the day-to-day operation of its national program service. This involvement takes the form of station visits by key PBS staff and members of the PBS station relations department; meetings of station program and general managers in small groups with PBS staff; polls of the stations on a regular (quarterly and annual) and special basis, where the occasion warrants; and meetings of the full membership.

In such a democratic process, there is a rule by majority and it is not possible to meet the needs and requirements of all of the stations all of the time. Nevertheless, despite the diverse nature and purposes of the public television stations, there has been general and overwhelming station support for the operation and directions taken by PBS. The most recent indication of this is contained in the March 1973 annual survey of stations conducted by Dr. W. C. Meierhenry, Chairman of the Department of Adult and Continuing Education at the University of Nebraska. A copy of this report is attached as Appendix H.

Nowhere else in the world has a television system been created based on the principle of local station control. PBS clearly endorses this principle and is grateful to Congress for having taken the bold step necessary in 1967 to establish this principle.

Suggestions for Services Which Could Be Provided the Public Under S. 1090—Public Broadcasting Service, March 1973

I. PRODUCTION OF PROGRAMS FOR NATIONAL DISTRIBUTION

One might assume, without cause to believe otherwise, that Federal support for national program production for public television has been increasing steadily from year to year—that the improvement has not, perhaps, been as rapid as we might wish, but that there has nonetheless been measured and continuing progress.

In fact quite the opposite is the case: in terms of effective output—what the audience sees on the screen—there has actually been a serious, and now dangerous *decline* in real Federal support every year since 1971. Through judicious scheduling, ingenious promotion, repeating of programs, begging and borrowing, and plain old-fashioned belt tightening, we have managed to minimize the impact of this decline on the screen, as reflected in the relatively slight decline of our audiences this year. But we can not hide the truth or blunt its impact interminably.

Assume, for the moment, that there were no increase between this year and next in CPB funding, and hence no increase in the allocation for production of programs for national distribution to the stations. If that were to happen, then the effective expenditure of CPB dollars per hour of national, evening program service would be *less by one-third than* what it was in FY 1971. In other words, if we take the CPB budget for nighttime, general audience programs in FY 1971 and 1974, correct for inflation, and divide it by the number of hours of basic, evening service we are trying to provide with those funds, the resulting figure drops by one-third between 1971 and 1974.

The picture is not all that bleak; the figures above apply only to nighttime, general audience programming. Fortunately, the investment in our daytime children's service—Sesame Street, The Electric Company, and Mister Rogers' Neighborhood—has been sustained at comparable levels over the last three years. Also, support for national production from the private sector, foundations and industry contributions, has increased slightly over the last three years, to take up some of the slack.

Nonetheless, most of public television's audience is adult. Merely to restore their evening service to the level of FY 1971—to overcome the cumulative impact of inflation over the last three years—would require an increase of $4 million in the CPB allocation in FY 1974.

The Congress should not be content, however, merely to restore public television service to its former levels. The public and its representatives have a right to expect improvement in that service, to demand that this medium of communications be addressed to some of the other critical audience needs which have thus far gone largely unattended. Although there has been little time or money for public television to engage in program planning for FY 1975 and beyond, it is clear that we will not be able to improve on our service without additional support. The nation's Bicentennial celebration approaches rapidly; not only planning but also production must be underway in fiscal year 1974 if we are to assure a broad range of programming of excellence for this period of national reflection. The inadequacy of current support, and the lack of assured funding to carry out programs once developed, are critical factors in limiting the potential of our programs for that most special of events.

There are, in addition, the services for underserved or unserved audiences which the stations, and their publics, have consistently identified as the highest priorities for the extension and improvement of public television programming. These include more formal instruction; programming for the aged, and for young adults; broader specialized programming for special minority audiences, such as the Spanish-speaking and bilingual, the hearing-impaired, and the physically handicapped; continuing adult education, both practical and effective; significant and regular support for American drama, and musical and dance performances; consumer information; and history.

Altogether, for improvement and extension of public television's nationally distributed programming, we believe that a minimum of five to ten million dollars more could be productively employed in fiscal year 1974.

II. STATION AND PUBLIC UTILIZATION OF PROGRAM SERVICES

Actual production of programs is necessary, but not sufficient, to the provision of a full public television service to the American people. Once it has been produced, the program must be delivered to its intended audience, and the audience must be aware that the program is available to them. The public's *utilization* of public television—the degree to which the audience benefits—is in direct proportion to the efficacy of these efforts to get each program to the right people at the right time.

The activities described here (and their estimated cost for fiscal year 1974) would substantially improve the utilization of public television programming.

Program transmission—$225,000—Weekend repeats of some of the week's best programs would give public television audiences a chance to see what they may have missed the first time around, and would give stations substantially greater scheduling options at minimal cost. For each station to do this individually would cost literally millions of dollars. Some weekend repeats of the children's service is now being provided to the entire system by the Los Angeles station, KCET, and by the New York State Network. They volunteered to provide this service, at their own cost, for the benefit of the audience; but they should not be asked to continue to bear this burden alone.

New stations.—$303,000—Twelve stations in Maine, Vermont, Virginia, Michigan, Texas, California, Minnesota, New Mexico, Indiana, Louisiana do not now have AT&T interconnection for no other reason than that CPB has insufficient funds. This is an unconscionable consignment of these stations and their audiences to second-class citizenship. Indeed, we believe that *every* licensee should have direct access to the national interconnection system, in order that they might have the full independence the Carnegie Commission intended. At present, many licensees must rely on off-air relays, or part-time use of state networks, for access to the national and regional program services. To provide full, equal interconnection for all licensees in the contiguous states in FY 1974 might require as much as $700,000 additional.

Decentralized production—$360,000—Many more stations would be enabled to contribute to the national service, through purchase of "occasional" lines from AT&T. There are many more stations that have the ability and the desire to contribute, to share with their sister stations, than it is now possible for CPB to make production grants to. Such a fund would also provide for "step-up" fees, to reimburse stations for rights costs for programs they offer the system, and staff to assist stations in meeting national production standards for the first time, for technical assistance, and for preparation of program information materials.

Noncontiguous stations—$50,000—Seven stations in Alaska, Samoa, Guam, Hawaii state network, Puerto Rico, Virgin Islands—are now getting second-class service. Just to send them tapes of "timely" programs (like *Advocates, A Public Affair*, Buckley, Moyers, etc.) would cost a minimum of $50,000. We *really* ought to be providing them with satellite interconnection, but that's completely beyond our reach at present levels of support.

Time Zone Delays—$2,078,000—Full parity for time zone delay centers in Central, Mountain, and Western regions. (At present we can provide full delay service only for the Western zone, and a token contribution to the Mountain zone;

none for the Central zone.) Practically overnight, this could have the effect of doubling the program options of the stations in these regions: they could receive the program at the same time as it is sent across country, or (if the stations in that area wished) reschedule it for a different time in their own region, at no cost to the individual stations.

Program Research—$60,000—Our program decisions are not based on "ratings," obviously: if they were, all of the programs would stop, because none of them reaches enough people all at once to be regarded as a "success" by commercial television standards. That's not our job. But we need audience measurement data, along with all of the other measures of producer, station, critical and public evaluation of our programs, to be able to make intelligent decisions. At present, we can't even afford to purchase minimal audience measurement data for the full year of our service.

Program Presentations—$108,000—We should be providing a full report, by film, to Congress, stations, public and community groups on our program plans. Each station should have a copy of the film for local use. There is no budget for this at present.

School Utilization Materials—$71,000—There is a wealth of material in the national service which could enrich school curricula, which could be an exciting addition to our students' courses of classroom instruction—in such programs as the *Masterpiece Theatre* dramatizations of the classics, for example. But all too often neither the students, their parents, or their teachers know what is available. This fund would give us a start on putting this information into their hands, in the form of "tear sheets" in scholatic magazines, for example.

Local Media Services—$500,000—One of the reasons stations don't have *more* flexibility with the national schedule is that they don't have the means to bring their own local schedule to their audience's attention: if they "move" a program, it gets lost. They consistently plead with us for help in this regard—and we haven't the means to respond. This fund would allow each station to buy approximately two local ads per month—a minimal effort, but an important start.

Program Guide Inserts—$50,000—Most stations use most programs, at one time or another—but they are duplicating their efforts to write background information on the national programs and to get it to the audience through their local program guides. This fund would allow a modest pilot project to pool resources, let all stations that want to share the talent of a common staff: better quality, less cost.

On-Air Promotion—$70,000—The least expensive and perhaps most effective—but least utilized!—resource for promoting audience awareness of public television's program offerings is through public television's own broadcast time. If one can *see* an excerpt from a program, one can better decide whether he would find the entire program useful and instructive. At present, we don't have the means to do this except on a very limited scale.

Public Television Archives—$65,000—Television is ephemeral—the broadcast is gone once it's over with, unless we save a tape. Public television should have an archive to save tapes of our best programs for use by scholars and future generations. At present, we have to *erase* all of our programs after a while, because we can't afford not to reuse the tape. Our best programs are or will be irretrievably lost. This fund won't give us a full-blown archive, but it would help us make a start.

Public Television Library—$570,000—The stations should have as many program choices as possible; but it is our policy *not* to distribute all of those programs via interconnection, because a taped program provides more flexibility, when the system and the station can afford it. The Library is an essential supplemental service: stations can deposit their best programs and withdraw other stations' best works, for local scheduling entirely at their individual discretion. This fund would allow for the deposit of the equivalent of 5½ new hours per week into the Library, the amount recommended by the stations.

Regional Liaison—$31,000—Public television has six regional networks (in the East, South, Central, upper Midwest, Rocky Mountain, and Western regions) which, if fully utilized, could significantly increase all stations' program options. Our interconnection system was designed to provide this capability. And yet, this potential is going largely untapped, in part because there is no central office which can coordinate the regional networks' requests for use of the interconnection lines.

Capital Equipment—$1,523,000—The ETV Facilities Program in HEW makes a modest contribution to the local stations' needs for capital equipment. But at the national level, public television has *no* capital budget at current levels of support. Absence of such a fund means that we must do without—

Emergency power for the national distribution center. No *station* would operate without emergency power if they could avoid it. If a power outage were to hit our national center in Washington, D.C., *all* of our stations across the country would go dark.

Engineering test equipment. We have no way to test expensive engineering equipment before it is installed.

And a variety of other equipment (computer controlled switching, a standards converter, a high-speed tape duplicator, and the like) which would *pay for itself* in less than three years in reduced operating costs. These increased operating costs will be incurred, however, because there are no funds for the capital investment necessary to avoid them.

The activities detailed above are not all inclusive; there is much more that could and should be done. These are the most significant improvements which could be begun at once—some for very little cost—if the funds were available.

Last spring and summer, a group of television and radio station representatives worked with the staff of the Corporation for Public Broadcasting in a series of meetings over a five-month period to develop a proposed system budget for FY 1974. This was not a "wish list"—it was a careful, and sometimes very painful, assignment of priorities to those activities which they felt were most essential, within the limits of the Federal support which was then thought to be realistically attainable—the $90 million figure voted by the Congress last June.

This budget process was a cooperative project involving the producing stations, the CPB, PBS and NAEB/ETS staffs, the PBS and ETS Boards, and many other individual stations, as well. Their conclusion was that another $6–9 million could be productively employed in "distribution" activities, such as those identified above, during FY 1974.

The activities described above are all taken from this station—CPB panel's report, and total to slightly more than $6 million. With allowance for inflation in the cost of maintaining our present activities, and for the mandatory increase in the AT&T tariff, as ordered by the FCC, we believe that an allowance of $7 million more for these utilization activities in FY 1974 would be prudent and would, by itself, result in a very noticeable improvement in the quality of our service to the stations and through them to their adult audiences and to the schools. It would provide a much more diversified service, more accessible to the audience, and with many more program choices, to all of the stations now operating—without any additional investment in program production.

III. LOCAL PROGRAM SERVICES

All of the foregoing relates to the production and utilization of *national* program services. But public television without local programming, designed by the local licensee to meet the unique local needs and perspectives of every American community, is a truncated service, a sorry shadow of the vision the Congress had for public television in 1967.

Improvement and extension of local program services depends in large part on the Corporation's Community Service Grant program. All parties to the public television enterprise—the Corporation for Public Broadcasting, the Public Broadcasting Service, the National Association of Educational Broadcasters, and the licensees themselves—are agreed that a minimum of thirty per cent of the Corporation's Federal appropriation should be allocated to this program, if we are to have hope of giving true life to the principle that public television should be a balanced service, drawing on national and local strengths, but preserving its essential character as a service based in the local community, and on a determination of local needs. The Congress included such a provision in the legislation that was passed in 1972 (but later vetoed for other reasons), and the Corporation pledged to fulfill that promise even in the absence of legislation. That promise, and the potential it represents, have long been deferred, but cannot be fulfilled at the current level of Federal support. It should be fulfilled in fiscal year 1974.

IV. SUMMARY

S. 1090 would provide a fiscal year 1974 authorization of $60 million. The current support for the Corporation, under a continuing resolution, is at the level of $35 million.

Restoration of the basic adult audience program production capacity of public television to the level that pertained in fiscal year 1971 would require approximately $4 million additional in FY 1974: extension and improvement of that service to meet the needs of unserved or underserved audiences would require an additional $5–10 million. Improvement of our capacity to utilize the programs that are produced, to maximize the benefits to the intended audiences of each program, could productively employ an additional $7 million. Reinforcement of the Community Service Grant program, for support of local program services, should be allocated at least thirty per cent of the total (or an increase of a minimum of $13 million in FY 1974, based on a $60 million authorization).

Taken together, these allocations would represent an increase of $30–35 million over the present continuing resolution level of Federal support.

An authorization of $60 million in FY 1974, and of $80 million in FY 1975, is reasonable and prudent, and would permit public television to begin to demonstrate the full scope of its promise to the American people.

DOLLARS CONTRIBUTED TO PUBLIC TV LICENSEES—1970–71

Representatives of the licensees were asked how much money is contributed to public television by foundations. For the record, we are providing a more precise answer than was possible during the oral testimony.

In fiscal 1971, the most recent year for which figures are available, foundations contributed $15,880,903 to public television licensees, or 11.3% of the licensees' total income. This figure represented a substantial increase over 1970, when foundations contributed $8,498,802, or 8.5% of the licensees' total income.

Other contributions to licensees from subscribers and individuals, from business and industry, and from on-air solicitations such as auctions totalled $11.9 million, or 12% of licensees' income in FY '70, and $15.2 million, or 11% of licensee income in FY '71.

These statistics are taken from *Financial Statistics of Public Television Licensees: Fiscal Year 1971*, a publications of the Corporation for Public Broadcasting Information Systems Project, co-sponsored by the U.S. Office of Education, National Center for Educational Statistics. (Summary sheet attached.)

TOTAL INCOME FOR TELEVISION OPERATIONS OF PUBLIC TELEVISION LICENSEES, BY SOURCE OF INCOME AGGREGATE UNITED STATES, FISCAL YEARS 1970 AND 1971

[Number of licensees: fiscal year 1970, 128; fiscal year 1971, 133]

	Fiscal year 1970		Fiscal year 1971		Percent change
	Amount	Percent	Amount	Percent	
All sources	$99,956,372	100.0	$140,816,318	100.0	+40.9
Federal Government	4,631,732	4.6	8,934,954	6.3	+92.9
HEW facilities grant			8,062,613		
All others			872,341		
Public broadcasting agencies	8,194,268	8.2	14,766,453	10.5	+80.2
Corporation for public broadcasting			12,033,867		
All others			2,732,586		
Institutions of higher education	9,277,270	9.3	9,553,531	6.8	+3.0
State colleges and universities	8,818,588		8,914,109		+1.1
Other colleges and universities	458,682		639,422		+39.4
Local boards of education	17,349,586	17.4	17,111,870	12.1	−1.4
Other local government sources	3,390,577	3.4	2,948,048	2.1	−13.1
State boards of education	10,658,221	10.7	14,994,538	10.6	+40.7
Other State government sources	16,929,167	16.9	31,559,011	22.4	+86.4
Foundations	8,498,892	8.5	15,880,903	11.3	+86.9
National foundations	7,401,673		14,465,464		+95.4
Other foundations	1,097,219		1,415,439		+29.0
Auctions	3,453,241	3.5	3,883,302	2.8	+12.5
Other contributions from business and industry	2,122,333	2.1	3,043,999	2.2	+43.4
Subscribers and individuals	6,412,577	6.4	8,444,612	6.0	+31.7
All other sources	9,038,508	9.0	9,695,097	6.9	+7.3

Source: Financial Statistics of Public Television Licensees: Fiscal year 1971, Advanced Edition, op. cit., p. 31.

STATEMENT REGARDING NEW ELIGIBILITY REQUIREMENTS FOR EDUCATIONAL BROADCASTING FACILITIES GRANTS

Since the revisions of the Educational Broadcasting Facilities Act in 1967, the NAEB has become increasingly aware of the plight of a small number of noncommercial radio licensees. Our particular interest here refers to those educational institutions which are operating noncommercial radio stations as bona fide educational stations, fully engaged in educational and community service broadcasting, and fully participatory in National Public Radio, National Educational Radio, and the Corporation for Public Broadcasting, but because of the specific language of the original Facilities Act, are not eligible for matching facilities grants because they are not licensed to ***publicly-supported*** institutions.

In this category, for example, are WAMC, licensed to the Albany Medical College, which has done pioneering work in continuing and public medical education by radio, WAMU–FM, licensed to American University, and providing outstanding programming to the Greater Washington area; WBUR–FM, licensed to Boston University in Boston, Massachusetts; KUSC, University of Southern California; WSPK, licensed to the free Public Library of Louisville, Kentucky; WIAA, licensed to the National Music Camp, Interlochen, Michigan and WPLN, Nashville Public Library, Nashville, Tennessee.

We understand the original intent of the Act was to preclude grants to licensees engaged in religious or proprietary educational broadcasting, and we concur with such prohibitions. But caught in the gap between suen properly ineligible institutions, and the blanket eligibility of all public-supported institutions' licensees, are the few who are carrying out the full intent of the Act in providing for true public service but are prevented from its benefits.

To meet this problem, we would propose eligibility for grants under this Act be expanded to include "non-publicly supported, non-religious, non-commercial educational broadcast licensees."

This recommendation has the support of the full NAEB Board and we believe it will correct a real problem and provide for genuine improvement in public broadcasting.